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LEGISLATIVE HISTORY

Public Law 86-336

HR 8409

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INDEX AND SUMMARY OF H. S. 8409

July 27, 1959	Rep. Spence introduced H.R. 8409 which was referred to House Committee on Banking and Currency. Print of bill as introduced.
	Senator Ellender introduced S. 2449 which was referred to House Committee on Agriculture and Forestry. Print of bill as introduced.
Aug. 11, 1959	House committee voted to report H.R. 8409.
Aug. 12, 1959	Senate committee voted to report S. 2449 with amendment.
	House committee reported H. R. 8409 with amendment. House Report 883. Print of bill and House Report.
Aug. 13, 1959	Senate committee reported S 2449 with amendment. Senate Report 704. Print of bill and Senate report.
Aug. 17, 1959	House passed H. R. 8409 under suspension of the rules.
Aug. 18, 1959	H. R. 8409 was referred to Senate Committee on Agriculture and Forestry. Print of bill as referred.
Aug. 19, 1959	Senate Passed over S. 2449.
Sept. 10, 1959	Senate passed S. 2449 as reported.
Sept. 11, 1959	Senate passed H. R. 8409 without amendment, in lieu of S 2449. S. 2449 was postponed due to passage of H. R. 8409.
Sept. 21, 1959	Approved: Public Law 86-336.

DIGEST OF PUBLIC LAW 86-336

EXTENSION OF INTERNATIONAL WHEAT AGREEMENT. Extends for 3 additional years, until July 31, 1962, the necessary implementing legislation to carry out U. S. participation in the International Wheat Agreement which was ratified by the Senate on July 15, 1959.

86TH CONGRESS
1ST SESSION

H. R. 8409

IN THE HOUSE OF REPRESENTATIVES

JULY 27, 1959

Mr. SPENCE introduced the following bill; which was referred to the Committee on Banking and Currency

A BILL

To extend the International Wheat Agreement Act of 1949.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That section 2 of the International Wheat Agreement Act of
4 1949, as amended, is amended as follows:

5 (1) There is inserted before the parenthesis at the end
6 of the first sentence the following: "and the agreement (In-
7 ternational Wheat Agreement, 1959) further revising and
8 renewing the International Wheat Agreement for a period
9 ending July 31, 1962, signed by the United States and
10 certain other countries;".

11 (2) There is inserted immediately before the last sen-

1 tence the following new sentence: "Such net costs in con-
2 nection with the International Wheat Agreement, 1959, shall
3 include those with respect to all transactions which qualify
4 as commercial purchases (as defined in such agreement) from
5 the United States by importing member countries."

80TH CONGRESS
1ST Session

H. R. 8409

A BILL

To extend the International Wheat Agreement
Act of 1949.

By Mr. SPENCE

JULY 27, 1959

Referred to the Committee on Banking and Currency

86TH CONGRESS
1ST SESSION

S. 2449

IN THE SENATE OF THE UNITED STATES

JULY 27, 1959

Mr. ELLENDER (by request) introduced the following bill; which was read twice and referred to the Committee on Agriculture and Forestry

A BILL

To extend the International Wheat Agreement Act of 1949.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That section 2 of the International Wheat Agreement Act
4 of 1949, as amended, is amended as follows:

5 (1) There is inserted before the parenthesis at the end
6 of the first sentence the following: "and the agreement (In-
7 ternational Wheat Agreement, 1959) further revising and
8 renewing the International Wheat Agreement for a period
9 ending July 31, 1962, signed by the United States and cer-
10 tain other countries:".

11 (2) There is inserted immediately before the last sen-

1 tence the following new sentence: "Such net costs in con-
2 nection with the International Wheat Agreement, 1959,
3 shall include those with respect to all transactions which
4 qualify as commercial purchases (as defined in such agree-
5 ment) from the United States by importing member
6 countries."

80TH CONGRESS
1ST SESSION

S. 2449

A BILL

To extend the International Wheat Agreement
Act of 1949.

By Mr. ELLENDER

JULY 27, 1959

Read twice and referred to the Committee on
Agriculture and Forestry

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For Department
Staff Only)

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HIGHLIGHTS: See page 7.

HOUSE

1. PUBLIC LAW 480. The Agriculture Committee voted to report (but did not actually report) H. R. 8609, to extend Public Law 480 until December 31, 1960. p. D745
2. FOOD STAMPS. The Agriculture Committee voted to report (but did not actually report) with amendment H. R. 1359, to provide for the establishment of a food stamp plan for the distribution of \$1 billion worth of surplus food commodities a year to needy persons in the United States. p. D745
3. WHEAT; FOREIGN AFFAIRS. The Banking and Currency Committee voted to report (but did not actually report) with "technical" amendment H. R. 8409, to amend the

International Wheat Agreement Act of 1949, as amended, to extend the authority contained in that Act until July 31, 1962. p. D745

4. ELECTRIFICATION; RECLAMATION. Passed without amendment S. 2471, to amend H. R. 3460 so as to delete a provision which would bar commitment for any TVA power construction until a proposal for such construction had been before Congress for 90 days without modifying action by concurrent resolution. The provision eliminated by this bill would have required TVA to submit its annual power construction program to the President who after making recommendations on the proposal would send it to Congress; changes could have been made by Congress through a concurrent resolution, not subject to Presidential veto. This bill will now be sent to the President. pp. 14167-71
The "Daily Digest" states that the Irrigation and Reclamation Subcommittee of the Interior and Insular Affairs Committee voted to recommend to the full committee the tabling of H. R. 5499 and H. R. 5521, to provide for the joint development of the waterpower resources of the Trinity River division, Central Valley project, Calif., by the U. S. and Pacific Gas and Electric Co. p. D745
5. PUBLIC WORKS APPROPRIATION BILL FOR 1960. The "Daily Digest" states that the conferees agreed to file a conference report on this bill, H. R. 7509. p. D746
6. ADMINISTRATIVE LAW. The Judiciary Committee voted to report (but did not actually report) H. R. 7559, to provide for reasonable notice of application to the U. S. courts of appeals for interlocutory relief against the orders of certain administrative agencies. p. D746
7. PERSONNEL; ACCOUNTING. The Judiciary Committee reported with amendment H. R. 7529, to provide that the Comptroller General, upon the recommendation of department heads, may waive indebtednesses growing out of erroneous payments to Federal employees, if such payment would be against equity (H. Rept. 830). p. 14240
The Post Office and Civil Service Committee reported with amendment H. R. 8241, to amend the Civil Service Retirement Act to set terms, conditions, and computation of annuities for retired Members of Congress who are reemployed by the Federal Government (H. Rept. 832). p. 14240
8. PAYROLLING. The Ways and Means Committee reported without amendment H. R. 3151, providing for withholding for taxes, by cities of 75,000 or more population, of Federal salaries (H. Rept. 872). p. 14240
9. WILDLIFE; LAND. The Judiciary Committee reported without amendment H. R. 2725, to prohibit the use of aircraft or motor vehicles to hunt wild horses on land belonging to the United States (H. Rept. 833). p. 14240
10. FEDERAL INSIGNIAS. The Judiciary Committee reported with amendment S. 355, to amend title 18 of the U.S.C. so as to prohibit the misuse by collecting agencies or private detective agencies of names, emblems, and insignia to indicate a Federal agency (H. Rept. 874). p. 14240

SENATE

11. FARM PROGRAM. Sen. Goldwater charged that Secretary Benson was "misquoted" in a hearing in which he was alleged to have promised to submit an omnibus farm bill and inserted excerpts from the official record to verify the point that no such promise was made. Sen. Symington stated that the record on the hearing was changed in the Department of Agriculture so that "it would not be necessary for him /Secretary Benson/ to send up the omnibus farm bill which he

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For Department
Staff Only)

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HIGHLIGHTS: House committee voted to report industrial-uses research bill. Senate committee voted to report bills to extend International Wheat Agreement and to express sense of Senate on GAO decision relative to certain REA loans. Senate voted to sustain President's veto of housing bill. Senate committee voted to report bill to construct salt water research laboratory. Senate to debate Youth Conservation Corps bill today, Aug. 13. House received conference report on independent offices appropriation bill. House received conference report on public works appropriation bill. House committee reported bill to extend International Wheat Agreement. Reps. Abernethy and Dixon introduced industrial-uses research bills.

SENATE

1. WHEAT. The Agriculture and Forestry Committee voted to report with amendment (but did not actually report) S. 2449, to extend the International Wheat Agreement Act of 1949. p. D751
2. ELECTRIFICATION. The Agriculture and Forestry Committee voted to report with amendment S. Res. 21, expressing it as the sense of the Senate that the Rural Electrification Act should be interpreted so as to permit REA loans to cooperatives for service to persons who are without central-station service if they are located in an area generally served by a power supplier, or loans to persons without service who are located near a line of a power supplier. p. D751

The Interstate and Foreign Commerce Committee voted to report (but did not actually report) S. 2263, to authorize the FPC to exempt small hydro-electric projects from certain of the licensing provisions of the Federal Power Act; and S. 2264, to prohibit abandonment of power facilities and services without the consent of the FPC. p. D752

3. WATER RESEARCH. The Interstate and Foreign Commerce Committee voted to report (but did not actually report) S. 1576, to provide for the construction of a salt water research laboratory at Seattle, Wash. p. D752
4. RESEARCH; WILDLIFE. The Interstate and Foreign Commerce Committee voted to report (but did not actually report) S. 1575, with amendment, to authorize continued studies on the effects of insecticides, herbicides, fungicides, and other pesticides, upon fish and wildlife; and S. 2086, to provide for the establishment of a National Wildlife Disease Laboratory. p. D752
5. FISHERIES. The Interstate and Foreign Commerce Committee voted to report (but did not actually report) S. 1262, to establish a research program to determine means of improving the conservation of game fish in dam reservoirs; and H. R. 5854, to clarify a provision of the Black Bass Act relating to the interstate transportation of fish to require that such fish must have been taken lawfully. p. D752
6. HOUSING. By a vote of 55 to 40, sustained the President's veto of S. 57, the housing bill (to override the veto two-thirds of the members present and voting would have had to vote in the affirmative). pp. 14267-94, 14260-1
7. COMMITTEE EXPENDITURES. The Agriculture and Forestry Committee reported without amendment S. Res. 161, to increase the authorization limit on expenditures for the Committee on Agriculture and Forestry by \$15,000 (S. Rept. 668) (pp. 14245, 14252). The committee had voted to report the resolution earlier (p. D751).
8. FARM PROGRAM. Sen. Symington referred to the colloquy between himself and Sen. Goldwater Aug. 11 in which "I referred to certain changes which had been made in Secretary Benson's testimony before the Agriculture and Forestry Committee," that "These changes were significant. They were made when the original transcript was edited in the Department of Agriculture," and that since other Senators had expressed interest "in this edited testimony" they could do so by checking at the desk. p. 14258
Sen. Humphrey referred to his recently introduced bill S. 2502, the Family Farm Development Act, which includes a provision to require the Secretary "to present to Congress a comprehensive agricultural policy upon which Congress could base long-term agricultural legislation," and expressed hope that the Secretary would study the measure and favor its enactment. p. 14265
9. CONSERVATION RESERVE. Sen. Humphrey inserted an article, "The Farmers Speak: Conservation Reserve Plan Hasn't Helped Surpluses." pp. 14264-5
10. LANDS. Passed with amendments S. 747, to authorize GSA and the Department of the Army to convey certain lands known as the Des Plaines Public Hunting and Refuge Area to Illinois (pp. 14294-9, 14301-2, 14306-12). Rejected, 13 to 83, a motion by Sen. Morse to recommit the bill (p. 14297).
11. COUNTRY LIFE. Sen. Humphrey inserted and commended an article favoring his bill to establish a commission to study trends of rural life. p. 14265

Aug 12, 1959

12. BUDGET; INFLATION. Sen. Moss charged that the Administration was trying to convince the public that inflation "is almost entirely caused by excessive Government spending" and that "Democrats in Congress are solely responsible for that unbalanced budget," and inserted tables on wholesale price indexes and consumer price indexes to show "that there is little or no direct year-to-year relationship between periods of particularly great price rises and periods of budget surpluses and deficit." pp. 14313-7
13. LEGISLATIVE PROGRAM. Sen. Johnson announced that S. 812, to establish a Youth Conservation Corps, would be debated today, Aug. 13, under a unanimous-consent agreement limiting debate on the bill. pp. 14299-300, 14312-3

HOUSE

14. WHEAT; FOREIGN AFFAIRS. The Banking and Currency Committee reported with amendment H. R. 8409, to amend the International Wheat Agreement Act of 1949, as amended, to extend the authority contained in that Act until July 31, 1962. p. 14400 (H. Report 883).
15. ELECTRIFICATION; BUDGETING; RECLAMATION. Received from this Department a proposed bill "to amend the Rural Electrification Act to provide a revolving fund for certain loans by the Secretary of Agriculture for improved budget and accounting procedures"; to the Agriculture Committee. p. 14400
The "Daily Digest" states that the Irrigation and Reclamation Subcommittee of the Interior and Insular Affairs Committee tabled, instead of voting to recommend the tabling of (as reported in yesterday's Digest), H. R. 5499 and 5521, to provide for the joint development of the waterpower resources of the Trinity River division, Central Valley project, Calif., by the U. S. and the Pacific Gas and Electric Co. p. D754
16. INDUSTRIAL-USES RESEARCH. The Research and Extension Subcommittee of the Agriculture Committee voted to report to the full committee with amendment H. R. 7576, "to create an Agricultural Research Commission." p. D753
17. PUBLIC WORKS APPROPRIATION BILL FOR 1960. Received the conference report on this bill, H. R. 7509 (H. Rept. 888). This bill includes funds for the Corps of Engineers (Army), certain agencies in Interior, and TVA. In an amendment relating to the Bonneville Power Administration, the conferees stated that none of the \$1,055,000 provided for Harney Electric Cooperative Services shall be obligated until this cooperative has met the conditions of REA in the Loan Document of June 29, 1959. pp. 14319-26, 14401
18. INDEPENDENT OFFICES APPROPRIATIONS FOR 1960. Received the conference report on this bill, H. R. 7040 (H. Rept. 887). The conferees again reported amendment No. 1 in disagreement (relating to an increase in financial contributions to States for civil defense) (pp. 14395, 14401). (See Digests 129 and 124 for a summary of this amendment and of the items of interest to this Department respectively.) Earlier in the day conferees had been appointed (p. 14319).
19. ACCOUNTING; APPROPRIATIONS. Received from this Department "a report on a violation of section 3679 of the Revised Statutes, as amended, involving an overobligation of an allotment of funds as of June 30, 1958"; to the Appropriations Committee. p. 14400
20. ADMINISTRATIVE LAW. The Judiciary Committee reported without amendment H. R. 7559, to provide for a reasonable notice of applications to the U. S. courts of appeals for interlocutory relief against the orders of certain administrative agencies (H. Rept. 873). p. 14400

21. VIRGIN ISLANDS. The Interior and Insular Affairs Committee reported with amendment H. R. 7870, to amend the Revised Organic Act of the Virgin Islands, as amended (H. Rept. 877). p. 14400
22. PURCHASING. The Rules Committee reported a resolution for the consideration of H. R. 1341, to require passenger-carrying motor vehicles purchased for use by the Federal Government to meet certain safety standards. p. 14401
23. PERSONNEL; VEHICLES. The Government Operations Committee reported with amendment H. R. 766, to amend section 5 of the act of July 16, 1914, relating to penalties for the use of Government-owned vehicles for other than official purposes (H. Rept. 889). pp. 14399, 14401
24. SURPLUS PROPERTY. The Government Operations Committee reported with amendment H. R. 3722, to amend the Federal Property and Administrative Services Act of 1949 to permit donations of surplus property to volunteer firefighting organizations (H. Rept. 891). p. 14401
25. HOUSING. Rep. McDonough stated that in the light of the Senate vote sustaining the President's veto of S. 57, the housing bill, he hoped that the Congress would write a bill "which will meet the requirements of adequate housing," and he inserted a statement on the subject. pp. 14395-6

ITEMS IN APPENDIX

26. FARM PROGRAM. Extension of remarks of Sen. Johnson inserting an article and stating that "it gives an excellent account of the value and importance of the typical farmer in America." p. A6943
27. ECONOMIC POLICY. Rep. Rhodes inserted an address by Don Paarlberg, "Republican View of the National Economic Policy." pp. A6945-7
28. WHEAT. Extension of remarks of Rep. McGinley inserting an article discussing the results of an intensive study by the Nebraska College of Agriculture on the merits of raising only wheat compared to planting some other crops. pp. A6958-60
29. CIVIL DEFENSE. Sen. Young inserted an article, "Is Civil Defense Possible?" pp. A6961-2
30. COTTON; TEXTILES. Extension of remarks of Sen. Thurmond inserting an article, "A Magnanimous Foreign Policy Backfires On U. S. Workers," discussing problems of the textile industry. pp. A6963-4
31. MILK. Extension of remarks of Sen. Wiley inserting an article, "Fluid Milk Pricing Formula Is Outdated," and stating that it "constructively points out definite factors to illustrate that the present milk pricing formula definitely needs an overhauling." p. A6966
32. RESEARCH; PRICES. Rep. Hoeven inserted an article describing the benefits to consumers as a result of the new technology in agriculture. pp. A6972-3
33. FOREIGN AID. Rep. Fulton commended and inserted Francis O. Wilcox's, Asst. Secy. of State, speech, "Answers to the Challenge: Assistance Through International Organizations." pp. A6985-7

EXTENSION OF THE INTERNATIONAL WHEAT AGREEMENT ACT OF 1949

AUGUST 12, 1959.—Committed to the Committee of the Whole House on the
State of the Union and ordered to be printed

Mr. SPENCE, from the Committee on Banking and Currency,
submitted the following

R E P O R T

[To accompany H.R. 8409]

The Committee on Banking and Currency, to whom was referred the bill (H.R. 8409) to extend the International Wheat Agreement Act of 1949, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Page 1, strike out lines 5 through 10 and insert the following:

(1) The first sentence is amended by striking out "under the International Wheat Agreement of 1949" and all that follows and inserting in lieu thereof "under the International Wheat Agreement of 1949 signed by Australia, Canada, France, the United States, Uruguay, and certain wheat importing countries, along with the agreements (the agreement of 1953, the International Wheat Agreement, 1956, and the International Wheat Agreement, 1959, signed by the United States and certain other countries) revising and renewing such Agreement of 1949 for periods through July 31, 1962 (hereinafter collectively called the 'International Wheat Agreement')."

PURPOSE OF BILL

The bill would extend for an additional 3 years the necessary implementing legislation to carry out U.S. participation in the International Wheat Agreement. This agreement was originally signed in 1949 and since has been extended at 3-year intervals, the latest extension having been ratified by the Senate on July 15, 1959, by a vote of 92 to 1. Under the 1959 Agreement, some 30 participating wheat importing countries have agreed to buy on the average of 70

percent of their commercial wheat imports from the United States and 8 other wheat exporting countries, at prices within a specified range. H.R. 8409 would extend the Commodity Credit Corporation's authority to make wheat and wheat flour available for export to exercise our rights and fulfill our obligations under the Agreement.

RIGHTS AND OBLIGATIONS UNDER THE 1959 AGREEMENT

Under the International Wheat Agreement of 1959 each importing member country undertakes to purchase from member exporters a specified percentage of its total commercial purchases from all sources. The weighted average of the percentages subscribed by individual importing countries is a little over 70 percent. At the level of trade during the 4 years 1954-58, commercial transactions per year for these countries approximated 600 million bushels. It is expected that these countries will buy a much greater proportion of their total commercial requirements than the 70 percent subscribed; this percent is the minimum guaranteed under the Agreement. This importer obligation exists at the Agreement minimum price, and continues throughout the range up to the maximum price established by the Agreement. The United States and other exporting countries have the right to sell the guaranteed percentage of importers' purchases, with the added benefit of whatever quantities over and above the subscribed percentages member importers may purchase from them.

The exporting countries' obligation becomes effective if the price reaches the Agreement maximum. Then, they must furnish any quantities not already purchased in that year, up to a moving average equal to importers' historical commercial purchases during a 5-year period. Importing countries have the right to purchase up to these quantities at the maximum price. On the basis of average commercial exports in the period 1954-58, the U.S. annual obligation would be to sell a little over 150 million bushels.

Transactions involving inconvertible local currency such as sales under title I of Public Law 480, and other transactions which include features introduced by the Government of a country concerned which do not conform with usual commercial practices, do not come within the rights and obligations of the Agreement.

THE PRICE RANGE

The price range specified in the 1959 Agreement is \$1.50 to \$1.90 per bushel. These prices are in terms of a basic grade, No. 1 Manitoba Northern, at a basing point at the head of the Great Lakes in Canada. The current Canadian quotation for this grade of wheat in the base location (converted to U.S. funds which coincide with the monetary basis specified in the Agreement) is \$1.74. This is 16 cents below the Agreement maximum and 24 cents above the minimum.

The price range under the Agreement is the result of, and consistent with, world price levels for wheat which have evolved as a result, to some extent, of supply-demand factors, disposal and pricing policies of the principal wheat exporting countries, and negotiations in connection with the Agreement to maintain a reasonable and stable price, scarcity or surplus conditions notwithstanding.

U.S. PROGRAM UNDER THE AGREEMENT

The Commodity Credit Corporation program which has been conducted pursuant to the International Wheat Agreement Act of 1949, as amended in 1953 and 1956, enables commercial wheat exporters and millers to purchase wheat at domestic market prices and to sell the wheat, or wheat flour product, to purchasers in IWA importing countries, at prices consistent with the Agreement price range, in competition with other exporters in the world market.

Under the program, an exporter in the private trade negotiates a sale of wheat or wheat flour with a buyer in a Wheat Agreement importing country, in the knowledge of export payment rates which are publicly announced each day by the Commodity Credit Corporation after grain markets have closed. The rate of payment reflects the difference between the domestic price of wheat and the export price. The exporter reports the sale by telegraph to the CCC, and if the transaction is eligible, he receives confirmation of eligibility under the program within a few hours. He later accomplishes the exportation and, upon presentation of evidence of sale and proof of export, he collects the export payment from an office in his area at the rate per bushel of wheat or hundredweight of flour which prevailed at the time the sale was made. In the case of wheat, the export payment is made in the form of a negotiable certificate which is redeemable only in wheat from Commodity Credit stocks at the domestic market price. This wheat is utilized only in connection with further exports under the program.

PROGRAM COSTS

It is estimated that export payments under the program during the first year of operations under the new agreement will average 55 to 60 cents per bushel, on approximately 150 million bushels. It should be understood that under the price support program for wheat, a large part of our wheat crop must either be exported or placed under Government loan and stored for future disposition. Either way, the Government will incur costs. The export payment program under the International Wheat Agreement has helped to keep these costs at a minimum by providing a stable export market for our wheat.

COMMITTEE AMENDMENT

The amendment adopted by your committee is purely technical. To avoid any doubt as to the point at which the reference to the 1956 and 1959 extensions should appear in the basic statute, the amendment rewrites the sentence involved, rather than inserting the new language "before the parenthesis" in that sentence.

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as introduced, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

SECTION 2 OF THE INTERNATIONAL WHEAT AGREEMENT ACT OF 1949,
AS AMENDED

SEC. 2. The President is hereby authorized, acting through the Commodity Credit Corporation, to make available or cause to be made available, notwithstanding the provisions of any other law, such quantities of wheat and wheat-flour and at such prices as are necessary to exercise the rights, obtain the benefits, and fulfill the obligations of the United States under the International Wheat Agreement of 1949 signed by Australia, Canada, France, the United States, and Uruguay, and certain wheat importing countries and the agreement revising and renewing the International Wheat Agreement for a period ending July 31, 1956, signed by Australia, Canada, France, the United States, and certain wheat importing countries (hereinafter called "International Wheat Agreement" and the Agreement (International Wheat Agreement, 1956) further revising and renewing the International Wheat Agreement for a period ending July 31, 1959, signed by Argentina, Australia, Canada, France, Sweden, the United States, and certain wheat importing countries *and the agreement (International Wheat Agreement, 1959) further revising and renewing the International Wheat Agreement for a period ending July 31, 1962, signed by the United States and certain other countries*). Nothing herein shall be construed to preclude the Secretary of Agriculture, in carrying out programs to encourage the exportation of agricultural commodities and products thereof pursuant to section 32 of Public Law 320, Seventy-fourth Congress, as amended, from utilizing funds available for such programs in such manner as, either separately or jointly with the Commodity Credit Corporation, to exercise the rights, obtain the benefits, and fulfill all or any part of the obligations of the United States under the International Wheat Agreement or to preclude the Commodity Credit Corporation in otherwise carrying out wheat and wheat-flour export programs as authorized by law. Nothing contained herein shall limit the duty of the Commodity Credit Corporation to the maximum extent practicable consistent with the fulfillment of the Corporation's purposes and the effective and efficient conduct of its business to utilize the usual and customary channels, facilities, and arrangements of trade and commerce in making available or causing to be made available wheat and wheat-flour hereunder. The pricing provisions of section 112(e) of the Economic Cooperation Act of 1948 and section 4 of the Act of July 16, 1943 (57 Stat. 566), shall not be applicable to domestic wheat and wheat-flour supplied to countries which are parties to the International Wheat Agreement and credited to their guaranteed purchases thereunder on and after August 1, 1949, and up to and including June 30, 1950. Where prices in excess of the International Wheat Agreement prices have been paid for such wheat and wheat-flour financed by the Economic Cooperation Administration on or after August 1, 1949, and up to and including June 30, 1950, the Secretary of Agriculture or Commodity Credit Corporation is authorized to reimburse the Economic Cooperation Administration for such excess amounts. Funds realized from such reimbursement shall revert to the respective appropriation or appropriations from which funds were expended for the procurement of such wheat and wheat-flour. There are hereby authorized to be appropriated such sums as may be necessary to make payments to the Commodity Credit

Corporation of its estimated or actual net costs of carrying out its functions hereunder. *Such net costs in connection with the International Wheat Agreement, 1959, shall include those with respect to all transactions which qualify as commercial purchases (as defined in such agreement) from the United States by importing member countries.* The Commodity Credit Corporation is hereby authorized in carrying out its functions hereunder to utilize, in advance of such appropriations or payments, any assets available to it.



H. R. 8409

[Report No. 883]

IN THE HOUSE OF REPRESENTATIVES

JULY 27, 1959

Mr. SPENCE introduced the following bill; which was referred to the Committee on Banking and Currency

AUGUST 12, 1959

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

A BILL

To extend the International Wheat Agreement Act of 1949.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That section 2 of the International Wheat Agreement Act of
4 1949, as amended, is amended as follows:

5 ~~(1)~~ There is inserted before the parenthesis at the end
6 of the first sentence the following: “and the agreement ~~(In-~~
7 ternational Wheat Agreement, 1959) further revising and
8 renewing the International Wheat Agreement for a period
9 ending July 31, 1962, signed by the United States and
10 certain other countries;”.

11 (1) *The first sentence is amended by striking out “under*

86TH CONGRESS
1ST SESSION

H. R. 8409

[Report No. 883]

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Act of 1949.

By Mr. SPENCE

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Referred to the Committee on Banking and Currency

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Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For Department
Staff Only)

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For actions of April 13, 1959
86th-1st, No. 138

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HIGHLIGHTS: Senate committee voted to report bills to authorize sale of CCC feed in emergency areas, and to permit harvesting of hay on conservation reserve acreage. Committee authorized to report these bills during week-end adjournment. House committee authorized to file reports during weekend on bills to extend Public Law 480 and to establish food stamp plan. Senate committee reported bills to extend International Wheat Agreement, to express sense of Senate on GAO decision relative to certain REA loans, and to provide salt water research laboratory. House subcommittee voted to report bill to permit harvesting of hay on conservation reserve acreage. Senate received USDA proposed bills to provide additional Public Law 313 (Highlights cont'd on p. 6)

SENATE

1. SOIL BANK; FEED. The Agriculture and Forestry Committee voted to report (but did not actually report) S. 2323, to authorize the Secretary to permit the harvesting of hay on conservation reserve acreage in drought areas; S. 2504, to authorize the sale at market prices of CCC feed for livestock in areas determined to be emergency areas; and S. 2457, to authorize the compensation of producers under the Soil Bank for actions taken based on incorrect information by authorized representatives of the Secretary (p. D760). At the request of Sen. Mundt the Committee was authorized to report these bills during the week-end adjournment of the Senate (p. 14409).
2. WHEAT; ELECTRIFICATION. The Agriculture and Forestry Committee reported with amendment S. 2449, to extend the International Wheat Agreement Act of 1949

(S. Rept. 704) and S. Res. 21, expressing it as the sense of the Senate that the Rural Electrification Act should be interpreted so as to permit REA loans to cooperatives for service to persons who are without central-station service if they are located in an area generally served by a power supplier, or loans to persons without service who are located near a line of a power supplier (S. Rept. 703). p. 14404

The Interstate and Foreign Commerce Committee reported without amendment S. 2264, to prohibit abandonment of power facilities and services without the consent of the FPC (S. Rept. 718). p. 14404

3. FISH AND WILDLIFE; RESEARCH. The Interstate and Foreign Commerce Committee reported S. 1576, without amendment, to provide for the construction of a salt water research laboratory at Seattle, Wash. (S. Rept. 717); H. R. 5854, without amendment, to clarify a provision of the Black Bass Act relating to the interstate transportation of fish to require that such fish must have been taken lawfully (S. Rept. 705); S. 1262, with amendment, to establish a research program to determine means of improving the conservation of game fish in dam reservoirs (S. Rept. 707); S. 1575, with amendment to authorize continued studies on the effects of insecticides, herbicides, fungicides, and other pesticides, upon fish and wildlife (S. Rept. 708); and S. 2086, with amendment, to provide for the establishment of a National Wildlife Disease Laboratory (S. Rept. 709). p. 14404

4. PERSONNEL. Received from this Department a proposed bill to amend the Federal Employees Salary Increase Act of 1958 so as to authorize for this Department 41 additional scientific or professional positions subject to the provisions of Public Law 313, 80th Congress, at salaries not to exceed \$19,000; to Post Office and Civil Service Committee. p. 14404

Received from the Civil Service Commission a proposed bill "To improve the work of Federal employees through evaluation of work performance and to amend the Performance Rating Act of 1950"; to Post Office and Civil Service Committee. p. 14404

A subcommittee of the D. C. Committee voted to report H. R. 4283, to amend the District of Columbia Income and Franchise Tax Act of 1947, as amended, to provide that under certain conditions officers of the executive branch of the Federal Government appointed by the President shall be exempt from such act. p. D761

5. ELECTRIFICATION; BUDGETING. Received from this Department a proposed bill "To amend the Rural Electrification Act to provide a revolving fund for certain loans by the Secretary of Agriculture for improved budget and accounting procedures"; to Agriculture and Forestry Committee. p. 14404
6. CONSERVATION. By a vote of 47 to 45, passed as reported S. 812, to authorize the establishment of a Youth Conservation Corps for the conservation and development of our natural resources. pp. 14423-4, 14425-51
7. HOUSING. The Banking and Currency Committee reported without amendment a new housing bill, S. 2539 (S. Rept. 715) (p. 14405); the committee had voted to report the bill earlier (p. D 761). Agreed to a unanimous-consent request by Sen. Johnson to debate the bill on Mon., Aug. 17 (pp. 14458-60). Sens. Neuberger, Johnson, and others discussed the wisdom of attempting to override the President's veto of S. 57, the housing bill (pp. 14412-4).
8. WEATHER. The Interstate and Foreign Commerce Committee reported without amendment S. 2483, to provide more flexibility in the performance of certain functions of the Coast and Geodetic Survey and the Weather Bureau, including authorization for the Secretary of Commerce to pay extra compensation to

EXTENSION OF INTERNATIONAL WHEAT AGREEMENT
ACT OF 1949

AUGUST 13 (legislative day, AUGUST 12), 1959.—Ordered to be printed

MR. JOHNSTON of South Carolina, from the Committee on Agriculture and Forestry, submitted the following

R E P O R T

[To accompany S. 2449]

The Committee on Agriculture and Forestry, to whom was referred the bill (S. 2449), to extend the International Wheat Agreement Act of 1949, having considered the same, report thereon with a recommendation that it do pass with an amendment.

This bill extends the International Wheat Agreement Act of 1949 to cover the International Wheat Agreement, 1959. It is fully explained in the attached letter from the Department of Agriculture requesting its consideration. Background information supplied by the Department is attached as exhibit A.

The committee amendment is purely technical, making no change in substance. Its purpose is to correct punctuation, clarify the place of inserting the new material in the act, and clarify the point at which similar material was inserted by previous amendments to the act. The material inserted by paragraph (1) of the bill, as introduced, "before the parenthesis at the end of the first sentence" is intended to be inserted before, rather than within, the parenthetical phrase at the end of the sentence. Similar designation of the point of insertion of previous amendments has resulted in the United States Code carrying the inserted material at a point other than intended. In making these necessary technical amendments, the committee amendment also revises and shortens the language slightly.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., July 20, 1959.

The Honorable the PRESIDENT OF THE SENATE,
U.S. Senate.

DEAR MR. PRESIDENT: There is transmitted herewith for consideration by the Congress a draft of legislation which would amend the International Wheat Agreement Act of 1949, as amended, to extend

the authority contained in that act to implement the 1959 International Wheat Agreement which was ratified by the Senate on July 15, 1959. Upon acceptance by signatory countries by July 16, 1959, as provided in the agreement, it will come into force in its organizational aspects on that date, and operationally on August 1, 1959.

The International Wheat Agreement Act of 1949, as amended, authorized the President, acting through the Commodity Credit Corporation to make available, or cause to be made available, such quantities of wheat and wheat flour and at such prices as are necessary to exercise the rights, obtain the benefits, and fulfill the obligations of the United States under the International Wheat Agreements of 1949, 1953 and 1956, and to take certain other action necessary in the implementation of those agreements. Pursuant to this authority the Commodity Credit Corporation has made wheat available under the agreements by making export payments to commercial exporters for wheat and wheat flour exported to member countries of the agreement and by the sale of wheat acquired by the Commodity Credit Corporation under its price-support program. The rate of payment on commercial exports reflects the difference between the price of wheat on the domestic market and the selling price of such wheat under the agreement. All transactions are reported to the International Wheat Council for recording. Almost all of the U.S. transactions recorded under the 1956 agreement were made through regular commercial channels of trade.

The 1956 agreement by its own terms, expires on July 31, 1959. The 1959 agreement continues it, with modifications, for a period ending July 31, 1962. The concept of the new agreement is more broad than that of previous agreements. Fixed quantities for importing countries, with rights and obligations applying only under maximum or minimum price conditions, have been eliminated. Instead, each importing country undertakes to purchase from member exporting countries a specified percent of its total commercial purchases from all sources, whatever this total may be. The obligation of exporting countries remains at the maximum price, the maximum quantity being based on historical commercial trade during a previous period. Under the new agreement, the prices are the same as in the preceding agreement except for a reduction of 10 cents per bushel in the maximum price.

The enclosed draft legislation takes cognizance of the broader concept embodied in the new agreement. Heretofore, inasmuch as transactions under the agreement were limited to a specific quantity in the case of each importing country, transactions recordable under the agreement were thereby limited and only U.S. transactions within the quantities were consummated under the authority of the Wheat Agreement Act. The new agreement automatically encompasses all commercial transactions and since the importers' obligation is expressed in percentage terms, it will not be ascertainable until a crop year is over as to what transactions are within their obligation and what transactions are additional. However, the concept of the agreement is that the guarantee is a minimum guarantee and it recognizes that actual trade between member exporting and importing countries will, in many cases, exceed the guaranteed percentages, conceivably up to 100 percent in a few cases. In line with this expanded agreement coverage, there is a newly stated objective "to promote the expansion

of the international trade in wheat and wheat flour and to secure the freest possible flow of this trade in the interests of both (member) exporting and (member) importing countries."

Since all commercial purchases have a direct or indirect effect upon the rights, benefits, or obligations of the member countries including the United States, the proposed legislation provides for the authorization of payments to CCC in connection with commercial purchases "as defined in the agreement," which are made from the United States by any member importing country.

It is recommended that the Congress give consideration to the proposed implementing legislation, to enable the United States to secure the benefits and discharge its obligations under the agreement, upon the expected entry into force of its operational aspects on August 1, 1959.

We also are submitting this proposed legislation to the Speaker of the House of Representatives.

The Bureau of the Budget advises that there is no objection to the submission of this recommendation.

Sincerely yours,

E. T. BENSON, *Secretary*.

EXHIBIT A

INTERNATIONAL WHEAT AGREEMENT

The following comments are intended as background for the consideration of S. 2449, a bill to extend the International Wheat Agreement Act of 1949, as amended, thus to implement U.S. membership for the ensuing 3 years in the 1959 International Wheat Agreement which was ratified by the United States on July 16, 1959.

MEMBERSHIP

All exporting countries which were in the 1956 agreement are members of the new agreement, and additionally Italy, Spain, and Mexico have switched from importer to exporter status; the latter two quite nominally.

A gratifying feature of the new agreement is the return to membership of the world's largest wheat importer, the United Kingdom, after having been outside the agreement since 1953. Twelve importing countries which were members of the preceding agreement (representing 6 percent of the aggregate quantities) did not participate in the negotiating conference or for some other reason have not yet come into the new agreement. It has been the experience heretofore that some countries came in later through accession. Two of these countries already have petitioned to accede.

RIGHTS AND OBLIGATIONS

The concept of the new agreement is more broad than that of prior agreements. Agreements heretofore have included fixed quantities, and any additional purchases by importing countries necessarily have been completely outside. In this

agreement there are no fixed quantities. Instead, each importing member undertakes to purchase from member exporters a specified percentage of its total commercial purchases from all sources, whatever that total may be. The weighted average of the percentages subscribed by individual importing countries is a little over 70 percent. At the level of trade during the 4 years 1954-58, commercial transactions per year for these countries approximated 600 million bushels. It is expected that these countries will buy a much greater proportion of their total commercial requirements than the 70 percent subscribed; this percent is the minimum guaranteed under the agreement. This importer obligation exists at the agreement minimum price, and throughout the range up to the maximum price. The right of the United States and other exporting countries is to sell the guaranteed percentage of importers' purchases, with the added benefit of whatever quantities over the subscribed percentages the member importers may purchase. This benefit is "global" in the sense that exporting countries compete with one another in selling importing countries their requirements.

The exporting countries' obligation exists if the price reaches the agreement maximum. Then, they undertake to furnish any quantities not already purchased in that year, up to a moving average equal to importers' historical commercial purchases during a 5-year period. To purchase up to these quantities at the maximum price is the importing countries' right. On the basis of average commercial exports in the period 1954-58, the United States' annual obligation would be a little over 150 million bushels. Exporters' obligations are global in the sense that an exporting country may discharge its obligation by selling to any member importers until the aggregate of the exporter's obligation, computed historically with respect to all importers, has been fulfilled. Thereafter, the exporting country may sell at prices above the maximum if it chooses.

Transactions involving inconvertible local currency such as sales under title I of Public Law 480, and other transactions which include features introduced by the government of a country concerned which do not conform with usual commercial practices, do not come within the rights and obligations of the agreement.

MAXIMUM PRICE DECLARATION

A maximum price declaration may be made by the Council only when an exporting country on its own initiative puts its price of wheat to the maximum. The purpose of the declaration is to establish the time when importing countries, because of the maximum price condition, are relieved of their percentage obligation. They are partially relieved if one or more, but not all, exporting countries place prices at the maximum, and completely freed if all exporting countries go to the maximum.

OTHER PROVISIONS

The agreement also includes certain stated objectives, provisions for an annual review as to compliance, an annual review of the world wheat situation, and the price range. However, the principal elements are the rights and obligations outlined above, and the price range.

THE PRICE RANGE

The price-range concept remains the same as in the expiring agreement, with a reduction from \$2 to \$1.90 in the maximum price, and no change in the \$1.50 minimum. These price are in terms of a basic grade, No. 1 Manitoba Northern, at a basing point at the head of the Great Lakes in Canada. The current Canadian quotation for this grade of wheat in the base location (converted to U.S. funds which coincide with the monetary basis specified in the agreement) is \$1.74. This is 16 cents below the agreement maximum and 24 cents above the minimum.

The equivalents of the agreement basic prices at U.S. ports are determined on the basis of prevailing transportation rates to destinations. As an example, the current equivalents at U.S. gulf ports to the United Kingdom are approximately \$2.05 maximum and \$1.65 minimum. The equivalent of the "going" price at the gulf therefore would be 16 cents less than the maximum, or \$1.89. This is for the basic grade. For practical purposes of comparison, this price must be further interpreted in terms of classes and grades of U.S. wheat.

The agreement does not specify differentials for classes and grades other than the basic grade. The United States establishes differentials for its various classes and grades as required in the light of competitive world prices. Currently, No. 1 U.S. Hard Winter wheat is selling in export at approximately \$1.68. This is 21 cents under the equivalent of the "going" price for No. 1 Manitoba Northern. This compares with current differentials of 13½ and 24 cents for No. 3 and No. 4 Manitobas, respectively.¹

AGREEMENT ADMINISTRATION

The agreement is administered internationally by a Wheat Council composed of member countries of the agreement. Votes are divided equally between exporting countries and importing countries, with each group having 1,000 votes. The United States holds 339 of the 1,000 exporter votes in the Council, and 35 percent in the Executive Committee.

The United States pro rata proportion of the cost of administration during the 10-year period has averaged \$24,000. The assessment under the new agreement for 1959-60 is \$18,984, or about one-seventieth of 1 cent per bushel of wheat exported under the agreement.

¹ Price comparisons must take into account the fact that marketing methods and price structures are not the same in Canada as in the United States. In particular, prices of Manitobas include average protein content, which in the past year was around 14 percent. The U.S. Hard Winter prices mentioned are on the basis of "ordinary" wheat; proteins command varying premiums.

U.S. PROGRAMS UNDER THE AGREEMENT

The price range under the agreement is the result of, and consistent with, world price levels for wheat which have evolved as a result, to some extent of supply-demand factors, disposal and pricing policies of the principal wheat exporting countries, and negotiations in connection with the agreement to maintain a reasonable and stable price, scarcity or surplus conditions notwithstanding. The subsidy cost to the United States in connection with exports of wheat and wheat flour are occasioned by reason of the United States domestic price of wheat being higher than the world price.

The Commodity Credit Corporation program which has been conducted pursuant to the International Wheat Agreement Act of 1949, as amended in 1953 and 1956, enables commercial wheat exporters and millers to purchase wheat at domestic market prices and to sell the wheat, or wheat-flour product, to purchasers in IWA importing countries, at prices consistent with the agreement price range, in competition with other exporters in the world market.

The Act requires the Commodity Credit Corporation to utilize the usual and customary channels, facilities, and arrangements of trade and commerce to the maximum extent practicable in making wheat available under the agreement. During the life of the 1956 agreement, all but a negligible part of the exports of wheat and wheat-flour under the agreement have been handled by the private trade. Specifically, Commodity Credit Corporation has been directly involved in foreign sales only under special circumstances, in transactions representing 3 percent of all wheat agreement exports in 1956-57, eight-tenths of 1 percent in 1957-58, and four-tenths of 1 percent in 1958-59.

Insofar as practicable, practices and procedures applicable to ordinary commercial exports are permitted and encouraged. The program requirements are such as to make participation practicable for small business or for any exporter regularly engaged in the exportation of wheat or wheat-flour.

Under the program, an exporter in the private trade negotiates a sale of wheat or wheat flour with a buyer in a wheat agreement importing country, in the knowledge of export payment rates which are publicly announced each day by the Commodity Credit Corporation after grain markets have closed. The exporter reports the sale by telegraph to the CCC, and if the transaction is eligible he receives confirmation of eligibility under the program within a few hours. He later accomplishes the exportation and upon presentation of evidence of sale and proof of export, he collects the export payment from an office in his area at the rate per bushel of wheat or hundredweight of flour which prevailed at the time the sale was made. In the case of wheat, the subsidy payment is made in the form of a negotiable certificate which is redeemable only in wheat from Commodity Credit stocks at the domestic market price. This wheat is utilized only in connection with further exports under the program.

EXPORT SUBSIDY COSTS

Since the beginning of the first agreement in 1949, the average subsidy cost per bushel has been approximately 64 cents. Although the cost reached a high of 79 cents in 1956-57, in 1958-59 it declined to between 55 and 60 cents. It is estimated that during the first year of the 1959 agreement the payment per bushel will continue to be between 55 and 60 cents. An estimate of the cost beyond the first year has not been made because of the uncertainties in forecasting (1) the level of domestic market prices and (2) the future selling prices which will need to be established in order to remain competitive in the world market. In the latter connection, no appreciable change is anticipated which would result in increased subsidy costs.

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

INTERNATIONAL WHEAT AGREEMENT ACT OF 1949, AS AMENDED

* * * * *

SEC. 2. The President is hereby authorized, acting through the Commodity Credit Corporation, to make available or cause to be made available, notwithstanding the provisions of any other law, such quantities of wheat and wheat-flour and at such prices as are necessary to exercise the rights, obtain the benefits, and fulfill the obligations of the United States under the International Wheat Agreement of 1949 signed by Australia, Canada, France, the United States, [and] Uruguay, and certain wheat importing countries [and the agreement revising and renewing the International Wheat Agreement for a period ending July 31, 1956, signed by Australia, Canada, France, the United States, and certain wheat importing countries and the Agreement (International Wheat Agreement, 1956) further revising and renewing the International Wheat Agreement for a period ending July 31, 1959, signed by Argentina, Australia, Canada, France, Sweden, the United States, and certain wheat importing countries (hereinafter called "International Wheat Agreement")], *along with the agreements (the agreement of 1953, the International Wheat Agreement, 1956, and the International Wheat Agreement, 1959, signed by the United States and certain other countries) revising and renewing such Agreement of 1949 for periods through July 31, 1962 (hereinafter collectively called the "International Wheat Agreement")*. Nothing herein shall be construed to preclude the Secretary of Agriculture, in carrying out programs to encourage the exportation of agricultural commodities and products thereof pursuant to section 32 of Public Law 320, Seventy-fourth Congress, as amended, from utilizing funds available for such programs in such manner as, either separately or jointly with the Commodity Credit Corporation, to exercise the rights, obtain the benefits, and fulfill all or any part of the obligations of the

United States under the International Wheat Agreement or to preclude the Commodity Credit Corporation in otherwise carrying out wheat and wheat-flour export programs as authorized by law. Nothing contained herein shall limit the duty of the Commodity Credit Corporation to the maximum extent practicable consistent with the fulfillment of the Corporation's purposes and the effective and efficient conduct of its business to utilize the usual and customary channels, facilities, and arrangements of trade and commerce in making available or causing to be made available wheat and wheat-flour hereunder. The pricing provisions of section 112 (e) of the Economic Cooperation Act of 1948 and section 4 of the Act of July 16, 1943 (57 Stat. 566), shall not be applicable to domestic wheat and wheat-flour supplied to countries which are parties to the International Wheat Agreement and credited to their guaranteed purchases thereunder on and after August 1, 1949, and up to and including June 30, 1950. Where prices in excess of the International Wheat Agreement prices have been paid for such wheat and wheat-flour financed by the Economic Cooperation Administration on or after August 1, 1949, and up to and including June 30, 1950, the Secretary of Agriculture or Commodity Credit Corporation is authorized to reimburse the Economic Cooperation Administration for such excess amounts. Funds realized from such reimbursement shall revert to the respective appropriation or appropriations from which funds were expended for the procurement of such wheat and wheat-flour. There are hereby authorized to be appropriated such sums as may be necessary to make payments to the Commodity Credit Corporation of its estimated or actual net costs of carrying out its functions hereunder. *Such net costs in connection with the International Wheat Agreement, 1959, shall include those with respect to all transactions which qualify as commercial purchases (as defined in such agreement) from the United States by importing member countries.* The Commodity Credit Corporation is hereby authorized in carrying out its functions hereunder to utilize, in advance of such appropriations or payments, any assets available to it.



Calendar No. 710

86TH CONGRESS
1ST SESSION

S. 2449

[Report No. 704]

IN THE SENATE OF THE UNITED STATES

JULY 27, 1959

Mr. ELLENDER (by request) introduced the following bill; which was read twice and referred to the Committee on Agriculture and Forestry

AUGUST 13 (legislative day, AUGUST 12), 1959

Reported by Mr. JOHNSTON of South Carolina, with an amendment

[Omit the part struck through and insert the part printed in italic]

A BILL

To extend the International Wheat Agreement Act of 1949.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That section 2 of the International Wheat Agreement Act
4 of 1949, as amended, is amended as follows:

5 ~~(1)~~ There is inserted before the parenthesis at the end
6 of the first sentence the following: “and the agreement ~~(In-~~
7 ~~ternational Wheat Agreement, 1959)~~ further revising and
8 renewing the International Wheat Agreement for a period
9 ending July 31, 1962, signed by the United States and cer-
10 ~~tain other countries:”.~~

11 *(1) The first sentence is amended by striking out “under*

1 *the International Wheat Agreement of 1949*” and all that
2 *follows and inserting in lieu thereof “under the International*
3 *Wheat Agreement of 1949 signed by Australia, Canada,*
4 *France, the United States, Uruguay, and certain wheat im-*
5 *porting countries, along with the agreements (the agreement*
6 *of 1953, the International Wheat Agreement, 1956, and the*
7 *International Wheat Agreement, 1959, signed by the United*
8 *States and certain other countries) revising and renewing*
9 *such Agreement of 1949 for periods through July 31, 1962*
10 *(hereinafter collectively called the ‘International Wheat*
11 *Agreement’).*”

12 (2) There is inserted immediately before the last sen-
13 tence the following new sentence: “Such net costs in con-
14 nection with the International Wheat Agreement, 1959,
15 shall include those with respect to all transactions which
16 qualify as commercial purchases (as defined in such agree-
17 ment) from the United States by importing member
18 countries.”

86TH CONGRESS
1ST Session

S. 2449

[Report No. 704]

A BILL

To extend the International Wheat Agreement
Act of 1949.

By Mr. ELLENDER

JULY 27, 1959

Read twice and referred to the Committee on
Agriculture and Forestry

AUGUST 13 (legislative day, August 12), 1959
Reported with an amendment

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For Department
Staff Only)

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For actions of August 17, 1959
86th-1st, No. 140

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HIGHLIGHTS: House committee reported (Aug. 15) bills to extend Public Law 480 and establish food stamp plan. Senate committee reported (Aug. 14) bills to authorize sale of CCC feed in emergency areas, and to permit harvesting of hay on conservation reserve acreage. House passed bill to extend International Wheat Agreement. Senate debated new housing bill. Senate agreed to conference report on public works appropriation bill. House passed bill to establish Advisory Commission on Intergovernmental Relations. Sen. Murray and others introduced and discussed bill to provide long-range planning for conservation development programs.

SENATE

- 1. SOIL BANK; DISASTER RELIEF.** The Agriculture and Forestry Committee reported (on Aug. 14, during adjournment) without amendment S. 2323, to authorize the Secretary to permit the harvesting of hay on conservation reserve acreage in drought areas (S. Rept. 723), and S. 2504, to authorize the sale at market prices of CCC feed for livestock in areas determined to be emergency areas (S. Rept. 724). p. 14561
- 2. HOUSING.** Began debate on S. 2539, the new housing bill (pp. 14643-75). As reported by the Banking and Currency Committee the bill extends the farm housing research program for 2 additional years (until June 30, 1961) and authorizes appropriations of \$100,000 for each of these years. A provision in S. 57, which

was vetoed by the President, directing the Administrator of the Housing and Home Finance Agency to study the housing needs of migratory farmworkers was omitted by the Committee from S. 2539.

3. PUBLIC WORKS APPROPRIATION BILL, 1960. By a vote of 82 to 9, agreed to the conference report on this bill, H. R. 7509 (including funds for the Corps of Engineers, certain agencies of the Department of the Interior, and TVA) and acted on amendments in disagreement. This bill will now be sent to the President. pp. 14608-22
4. SURPLUS FOODS. Sen. Humphrey inserted an editorial, "Disposing of Surpluses," favoring enactment of legislation "for getting our food to have-not nations without ruining our foreign policy." p. 14676
Sen. Humphrey inserted the text of a letter from the American Veterans Committee endorsing proposed legislation to provide for the use of surplus ships to furnish aid, including surplus food, to disaster areas abroad. p. 14642
5. ELECTRIFICATION. Sen. Gruening commended the Appropriations Committee for including funds in the public works appropriation bill for a study of hydro-electric possibilities of the Yukon River, Alaska. p. 14642
The Interstate and Foreign Commerce Committee reported without amendment S. 2263, to authorize the Federal Power Commission to exempt small hydro-electric projects from certain licensing provisions of the Federal Power Act (S. Rept. 725). p. 14565
Sen. Langer inserted resolutions adopted by the N. Dak. Assoc. of Rural Electric Cooperatives relating to REA interest rates, expansion of power generation and transmission facilities, TVA financing, water resource development, etc. pp. 14562-4
6. MINERALS; PUBLIC LANDS. Sen. Gruening criticized the President's action in vetoing H. R. 6940, to amend the Mineral Leasing Act of 1920 so as to increase the area of public lands in Alaska which may be held under oil and gas leases by any one person or firm, and inserted the text of his letter to the President urging him to sign the bill. pp. 14629-30
7. FOREIGN AFFAIRS. Sen. Wiley inserted a Whaley-Eaton Service letter, "Popular Delusions About Russia," discussing various aspects of the Russian economy, including the observation that the Russian farm worker produces much less than our farm workers and that Russia lacks any modern food distribution system. pp. 14635-7
8. ATOMIC ENERGY. Sen. Humphrey charged that the President's appointment of a Federal Radiation Council to correlate and coordinate the activities of Federal agencies concerned with radioactive fallout "is not adequate to cope with all the problems raised in the radiation field." p. 14676

HOUSE

9. WHEAT. Passed under suspension of the rules H. R. 8409, to implement the revised International Wheat Agreement, which is to expire July 31, 1962. pp. 14695-7
10. FOOD STAMPS. The Agriculture Committee reported with amendment/H. R. 1359, to provide for the establishment of a food stamp plan for the distribution of \$1 billion worth of surplus food commodities a year to needy persons and families in the U. S. (H. Rept. 907). p. 14745
(on Aug. 15, during adjournment)

not be subject to any expense on account of such instruction.

SEC. 2. Except as may be otherwise determined by the Secretary of the Army such person shall, as a condition to receiving instruction under the provisions of this joint resolution, agree to be subject to the same rules and regulations governing admissions, attendance, discipline, resignation, discharge, dismissal, and graduation, as cadets at the United States Military Academy appointed from the United States; but they shall not be entitled to appointment to any office or position in the United States Army by reason of their graduation from the United States Military Academy.

SEC. 3. Nothing in this joint resolution shall be construed to subject such persons to the provisions of section 4346(d) and section 4348 of title 10 of the United States Code.

The Senate joint resolution was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

AUTHORIZING INSTRUCTION AT U.S. NAVAL ACADEMY OF TWO CITIZENS AND SUBJECTS OF BELGIUM

Mr. STRATTON. Mr. Speaker, I ask unanimous consent to return to Consent Calendar No. 202 for the present consideration of the joint resolution (S.J. Res. 106) authorizing the Secretary of the Navy to receive for instruction at the U.S. Naval Academy at Annapolis two citizens and subjects of the Kingdom of Belgium.

The Clerk read the title of the Senate joint resolution.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from New York?

Mr. GROSS. Mr. Speaker, reserving the right to object, will the gentleman from New York explain what this joint resolution provides?

Mr. STRATTON. Mr. Speaker, this is to take care of the same situation with regard to two citizens of Belgium at the Naval Academy.

Mr. EVINS. Mr. Speaker, will the gentleman yield?

Mr. GROSS. I yield.

Mr. EVINS. Mr. Speaker, it is my understanding that this is temporary legislation and not permanent legislation. In view of that fact and in view of the fact that it is not to be considered as establishing a precedent, I withdraw my objection to this legislation.

Mr. GROSS. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from New York [Mr. STRATTON]?

There was no objection.

The Clerk read the Senate joint resolution, as follows:

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Navy is authorized to permit, within one year after date of enactment of this joint resolution, two persons, citizens and subjects of the Kingdom of Belgium, to receive instruction at the United States Naval Academy at Annapolis, Maryland; but the United States shall no be subject to any expense on account of such instruction.

SEC. 2. Except as may be otherwise determined by the Secretary of the Navy such person shall, as a condition to receiving instruction under the provisions of this joint resolution, agree to be subject to the same rules and regulations governing admission, attendance, discipline, resignation, discharge, dismissal, and graduation, as cadets at the United States Naval Academy appointed from the United States; but they shall not be entitled to appointment to any office or position in the United States Navy by reason of their graduation from the United States Naval Academy.

SEC. 3. Nothing in this joint resolution shall be construed to subject such persons to the provisions of section 6959 of title 10 of the United States Code.

The Senate joint resolution was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

REREFERENCE OF H.R. 7415

Mr. BURLESON. Mr. Speaker, I ask unanimous consent that the Committee on House Administration be discharged from the further consideration of the bill H.R. 7415, authorizing the Attorney General to consent, on behalf of the Library of Congress Trust Fund Board, to a modification of the terms of a trust instrument executed by James B. Wilbur, and that the said bill be rereferred to the Committee on the Judiciary.

Mr. Speaker, if I may advise the Speaker, the gentleman from Vermont [Mr. MEYER] who introduced the bill and the chairman of the Committee on the Judiciary, the gentleman from New York [Mr. CELLER], have agreed to accept the bill in his committee. The reason the request is made is that the other body has referred the companion bill to the Committee on the Judiciary.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Texas?

There was no objection.

MEDAL IN COMMEMORATION OF 100TH ANNIVERSARY OF ADMISSION OF WEST VIRGINIA INTO THE UNION

Mr. MOORE. Mr. Speaker, I ask unanimous consent to return to Consent Calendar No. 236 for the present consideration of the bill (S. 2099) providing for the striking of medals in commemoration of the 100th anniversary of the admission of West Virginia into the Union as a State.

The Clerk read the title of the bill.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from West Virginia?

Mr. GROSS. Mr. Speaker, reserving the right to object, will the gentleman explain this bill?

Mr. WEAVER. Mr. Speaker, will the gentleman yield?

Mr. GROSS. I yield.

Mr. WEAVER. Mr. Speaker, when this bill was called up a moment ago we did not have all the information from the departments. The gentleman from West Virginia has advised me that the Treasury Department has approved this

legislation and that it will not cost anything to the Government. Therefore I withdraw the objection I previously made.

Mr. GROSS. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from West Virginia [Mr. MOORE]?

Mr. GROSS. Mr. Speaker, further reserving the right to object, I do not know what the bill is about.

Mr. MOORE. This bill provides for the striking of 200,000 medals commemorating the entry into the Union of the State of West Virginia.

Mr. GROSS. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the present consideration of the bill?

There being no objection, the Clerk read the bill, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in commemoration of the one hundredth anniversary of the admission of West Virginia into the Union as a State (which anniversary will be celebrated in 1963), the Secretary of the Treasury is authorized and directed to strike and furnish to the West Virginia Centennial Commission not more than two hundred thousand silver medals, one and five-sixteenths inches in diameter, with suitable emblems, devices, and inscriptions to be determined by the West Virginia Centennial Commission subject to the approval of the Secretary of the Treasury. The medals shall be made and delivered at such times as may be required by the commission in quantities of not less than two thousand, but no medals shall be made after December 31, 1963. The medals shall be considered to be national medals within the meaning of section 3551 of the Revised Statutes.

SEC. 2. (a) The Secretary of the Treasury shall cause such medals to be struck and furnished at not less than the estimated cost of manufacture: including labor, materials, dies, use of machinery, and overhead expenses; and security satisfactory to the Director of the Mint shall be furnished to indemnify the United States for the full payment of such cost.

(b) Upon authorization from the West Virginia Centennial Commission, the Secretary of the Treasury shall cause duplicates in silver of such medal to be coined and sold, under such regulations as he may prescribe, at a price sufficient to cover the cost thereof (including labor).

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

INTERNATIONAL WHEAT AGREEMENT

Mr. SPENCE. Mr. Speaker, I move to suspend the rules and pass the bill (H.R. 8409) to extend the International Wheat Agreement Act of 1949, as amended.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2 of the International Wheat Agreement Act of 1949, as amended, is amended as follows:

(1) The first sentence is amended by striking out "under the International Wheat Agreement of 1949" and all that follows and

inserting in lieu thereof "under the International Wheat Agreement of 1949 signed by Australia, Canada, France, the United States, Uruguay, and certain wheat importing countries, along with the agreements (the agreement of 1953, the International Wheat Agreement, 1956, and the International Wheat Agreement, 1959, signed by the United States and certain other countries) revising and renewing such Agreement of 1949 for periods through July 31, 1962 (hereinafter collectively called the 'International Wheat Agreement')."

(2) There is inserted immediately before the last sentence the following new sentence: "Such net costs in connection with the International Wheat Agreement, 1959, shall include those with respect to all transactions which qualify as commercial purchases (as defined in such agreement) from the United States by importing member countries."

The SPEAKER pro tempore. Is a second demanded?

Mr. McDONOUGH. Mr. Speaker, I demand a second.

The SPEAKER pro tempore. Without objection a second will be considered as ordered.

There was no objection.

The SPEAKER pro tempore. Under the rules the gentleman from Kentucky will be recognized for 20 minutes and the gentleman from California [Mr. McDONOUGH] for 20 minutes.

The Chair recognizes the gentleman from Kentucky.

Mr. SPENCE. Mr. Speaker, the purpose of this bill is to extend for 3 years the International Wheat Agreement Act.

This bill is desired by the administration.

I am informed that the farm organizations favor the bill. We have found none who oppose it. It was voted out of the committee without an opposing vote.

The International Wheat Agreement provides that the wheat-producing nations, the United States, Australia, Canada, France, and Uruguay, the exporting nations, will sell to the importing nations wheat at certain specified prices, within a range of from \$1.50 to \$1.90. The exporting nations agree to supply the needs of the importing nations. The importing nations under the conditions of the agreement agree to purchase 70 percent of their entire wheat imports from these exporting nations.

The agreement furnishes a stable market for the excess wheat acquired by the U.S. Government in its price support program. It gives an opportunity to the Commodity Credit Corporation to dispose of this wheat under conditions more favorable, and in a market more stable, than they otherwise could find.

I desire to insert herewith a detailed description of the procedure and operations under the Wheat Agreement Act:

The following comments are intended as background for the consideration of proposed legislation to extend the International Wheat Agreement Act of 1959, as amended, thus to implement U.S. membership for the ensuing 3 years in the 1959 International Wheat Agreement which was ratified by the United States on July 16, 1959.

RIGHTS AND OBLIGATIONS

The concept of the new agreement is more broad than that of prior agreements. Agreements heretofore have included fixed quantities, and any additional purchases by im-

porting countries necessarily have been completely outside. In this agreement there are no fixed quantities. Instead, each importing member undertakes to purchase from member exporters a specified percentage of its total commercial purchases from all sources, whatever that total may be. The weighted average of the percentages subscribed by individual importing countries is a little over 70 percent. At the level of trade during the 4 years 1954-58, commercial transactions per year for these countries approximated 600 million bushels. It is expected that these countries will buy a much greater proportion of their total commercial requirements than the 70 percent subscribed; this percent is the minimum guaranteed under the agreement. This importer obligation exists at the agreement minimum price, and throughout the range up to the maximum price. The right of the United States and other exporting countries is to sell the guaranteed percentage of importers' purchases, with the added benefit of whatever quantities over the subscribed percentages the member importers may purchase from them. This benefit is global in the sense that exporting countries compete with one another in selling importing countries their requirements.

The exporting countries' obligations exists if the price reaches the agreement maximum. Then, they undertake to furnish any quantities not already purchased in that year, up to a moving average equal to importers' historical commercial purchases during a 5-year period. To purchase up to these quantities at the maximum price is the importing countries' right. On the basis of average commercial exports in the period 1954-58, the U.S. annual obligation would be a little over 150 million bushels. Exporting countries' obligations are global in the sense that an exporting country may discharge its obligation by selling to any member importers until the aggregate of the exporter's obligation, computed historically with respect to all importers, has been fulfilled. Thereafter, the exporting country may sell at prices above the maximum if it chooses.

Transactions involving inconvertible local currency such as sales under title I of Public Law 480, and other transactions which include features introduced by the government of a country concerned which do not conform with usual commercial practices, do not come within the rights and obligations of the agreement.

MEMBERSHIP

All exporting countries which were in the 1956 agreement are members of the new agreement, and additionally Italy, Spain, and Mexico have switched from importer to exporter status; the latter two quite nominally.

A gratifying feature of the new agreement is the return to membership of the world's largest wheat importer, the United Kingdom, after having been outside the agreement since 1953. Twelve importing countries which were members of the preceding agreement (representing 6 percent of the aggregate quantities) did not participate in the negotiating conference or for some other reason have not yet come into the new agreement. It has been the experience heretofore that some countries came in later through accession. Two of these countries already have petitioned to accede.

MAXIMUM PRICE DECLARATION

A maximum price declaration may be made by the Council only when an exporting country on its own initiative puts its price of wheat to the maximum. The purpose of the declaration is to establish the time when importing countries, because of the maximum price condition, are relieved of their percentage obligation. They are partially relieved if one or more, but not all, export-

ing countries place prices at the maximum, and completely freed if all exporting countries go to the maximum.

OTHER PROVISIONS

The agreement also includes certain stated objectives, provisions for an annual review as to compliance, an annual review of the world wheat situation, and the price range. However, the principal elements are the rights and obligations outlined above, and the price range.

THE PRICE RANGE

The price-range concept remains the same as in the expiring agreement, with a reduction from \$2.00 to \$1.90 in the maximum price, and no change in the \$1.50 minimum. These prices are in terms of a basic grade, No. 1 Manitoba Northern, at a basing point at the head of the Great Lakes in Canada. The current Canadian quotation for this grade of wheat in the base location (converted to U.S. funds which coincide with the monetary basis specified in the agreement) is \$1.74. This is 16 cents below the agreement maximum and 24 cents above the minimum.

The equivalents of the agreements basic prices at U.S. ports are determined on the basis of prevailing transportation rates to destinations. As an example, the current equivalents at U.S. gulf ports to the United Kingdom are approximately \$2.05 maximum and \$1.65 minimum. The equivalent of the going price at the gulf therefore would be 16 cents less than the maximum, or \$1.89. This is for the basic grade. For practical purposes of comparison, this price must be further interpreted in terms of classes and grades of U.S. wheat.

The agreement does not specify differentials for classes and grades other than the basic grade. The United States establishes differentials for its various classes and grades as required in the light of competitive world prices. Currently, No. 1 U.S. Hard Winter wheat is selling in export at approximately \$1.68. This is 21 cents under the equivalent of the going price for No. 1 Manitoba Northern. This compares with current differentials of 13½ and 24 cents for No. 3 and No. 4, Manitobas, respectively.¹

AGREEMENT ADMINISTRATION

The agreement is administered internationally by a Wheat Council composed of member countries of the agreement. Votes are divided equally between exporting countries and importing countries, with each group having 1,000 votes. The United States holds 339 of the 1,000 exporter votes in the Council, and 35 percent of the executive committee.

The United States pro rata proportion of the cost of administration during the 10-year period has averaged \$24,000. The assessment under the new agreement for 1959-60 is \$18,984, or about one-seventieth of a cent per bushel of wheat exported under the agreement.

U.S. PROGRAM UNDER THE AGREEMENT

The price range under the agreement is the result of, and consistent with, world price levels for wheat which have evolved as a result, to some extent, of supply-demand factors, disposal and pricing policies of the principal wheat-exporting countries, and negotiations in connection with the agreement to maintain a reasonable and stable price, scarcity or surplus conditions notwithstanding. The subsidy cost to the United States

¹ Price comparisons must take into account the fact that marketing methods and price structures are not the same in Canada as in the United States. In particular, prices of Manitobas include average protein content, which in the past year was around 14 percent. The U.S. Hard Winter prices mentioned are on the basis of ordinary wheat; proteins command varying premiums.

in connection with exports of wheat and wheat flour are occasioned by reason of the U.S. domestic price of wheat being higher than the world price.

The Commodity Credit Corporation program which has been conducted pursuant to the International Wheat Agreement Act of 1949, as amended in 1953 and 1956, enables commercial wheat exporters and millers to purchase wheat at domestic market prices and to sell the wheat, or wheat flour product, to purchasers in IWA importing countries, at prices consistent with the agreement price range, in competition with other exporters in the world market.

The act requires the Commodity Credit Corporation to utilize the usual and customary channels, facilities, and arrangements of trade and commerce to the maximum extent practicable in making wheat available under the agreement. During the life of the 1956 agreement, all but a negligible part of the exports of wheat and wheat flour under the agreement have been handled by the private trade. Specifically, Commodity Credit Corporation has been directly involved in foreign sales only under special circumstances, in transactions representing 3 percent of all wheat agreement exports in 1956-57, eight-tenths of 1 percent in 1957-58, and four-tenths of 1 percent in 1958-59.

Insofar as practicable, practices and procedures applicable to ordinary commercial exports are permitted and encouraged. The program requirements are such as to make participation practicable for small business or for any exporter regularly engaged in the exportation of wheat or wheat flour.

Under the program, an exporter in the private trade negotiates a sale of wheat or wheat flour with a buyer in a wheat agreement importing country, in the knowledge of export payment rates which are publicly announced each day by the Commodity Credit Corporation after grain markets have closed. The exporter reports the sale by telegraph to the CCC, and if the transaction is eligible he receives confirmation of eligibility under the program within a few hours. He later accomplishes the exportation and upon presentation of evidence of sale and proof of export, he collects the export payment from an office in his area at the rate per bushel of wheat or hundred-weight of flour which prevailed at the time the sale was made. In the case of wheat, the subsidy payment is made in the form of a negotiable certificate which is redeemable only in wheat from Commodity Credit stocks at the domestic market price. This wheat is utilized only in connection with further exports under the program.

EXPORT SUBSIDY COSTS

During the life of the 1956 agreement, the average payment per bushel has been about 73 cents, although during the last 1 of the 3 years it was considerably less than the preceding 2 years. It is estimated that during the first year of the 1959 agreement the payment per bushel may average between 55 and 60 cents. An estimate of the cost beyond the first year has not been made because of the uncertainties in forecasting (1) the level of domestic market prices and (2) the future selling prices which will need to be established in order to remain competitive in the world market. In the latter connection, no appreciable change is anticipated which would result in increased subsidy costs.

(Mr. SPENCE asked and was given permission to revise and extend his remarks and to insert a description of the operations under the Wheat Agreement Act.)

Mr. McDONOUGH. Mr. Speaker, the chairman of the committee has clearly stated the purposes of this bill.

One of the items I believe to be of special interest to those of us who are seeking to economize on our price support agriculture program on agricultural commodities is that the exports provided for under this bill will help keep the costs at a minimum for providing a stable wheat market, and to release from storage many millions of bushels of wheat that otherwise would have to be stored at great expense to the American taxpayer.

Let me read the following from the committee report:

PURPOSE OF BILL

The bill would extend for an additional 3 years the necessary implementing legislation to carry out U.S. participation in the International Wheat Agreement. This agreement was originally signed in 1949 and since has been extended at 3-year intervals, the latest extension having been ratified by the Senate on July 15, 1959, by a vote of 92 to 1. Under the 1959 agreement, some 30 participating wheat-importing countries have agreed to buy on the average of 70 percent of their commercial wheat imports from the United States and 8 other wheat-exporting countries, at prices within a specified range. H.R. 8409 would extend the Commodity Credit Corporation's authority to make wheat and wheat flour available for export to exercise our right and fulfill our obligations under the agreement.

RIGHTS AND OBLIGATIONS UNDER THE 1959 AGREEMENT

Under the International Wheat Agreement of 1959 each importing member country undertakes to purchase from member exporters a specified percentage of its total commercial purchases from all sources. The weighted average of the percentages subscribed by individual importing countries is a little over 70 percent. At the level of trade during the 4 years 1954-58, commercial transactions per year for these countries approximated 600 million bushels. It is expected that these countries will buy a much greater proportion of their total commercial requirements than the 70 percent subscribed; this percent is the minimum guaranteed under the agreement. This importer obligation exists at the agreement minimum price, and continues throughout the range up to the maximum price established by the agreement. The United States and other exporting countries have the right to sell the guaranteed percentage of importers' purchases, with the added benefit of whatever quantities over and above the subscribed percentages member importers may purchase from them.

The exporting countries' obligation becomes effective if the price reaches the agreement maximum. Then, they must furnish any quantities not already purchased in that year, up to a moving average equal to importers' historical commercial purchases during a 5-year period. Importing countries have the right to purchase up to these quantities at the maximum price. On the basis of average commercial exports in the period 1954-58, the U.S. annual obligation would be to sell a little over 150 million bushels.

Transactions involving inconvertible local currency such as sales under title I of Public Law 480, and other transactions which include features introduced by the government of a country concerned which do not conform with usual commercial practices, do not come within the rights and obligations of the agreement.

THE PRICE RANGE

The price range specified in the 1958 agreement is \$1.50 to \$1.90 per bushel. These prices are in terms of a basic grade, No. 1

Manitoba Northern, at a basing point at the head of the Great Lakes in Canada. The current Canadian quotation for this grade of wheat in the base location (converted to U.S. funds which coincide with the monetary basis specified in the agreement) is \$1.74. This is 16 cents below the agreement maximum and 24 cents above the minimum.

The price range under the agreement is the result of, and consistent with, world price levels for wheat which have evolved as a result, to some extent, of supply-demand factors, disposal and pricing policies of the principal wheat-exporting countries, and negotiations in connection with the agreement to maintain a reasonable and stable price, scarcity or surplus conditions notwithstanding.

There is no objection to the bill that I know of. I have no requests for time. I hope, in view of the fact that we are a party to this international wheat agreement and this action will extend the agreement for another 3 years, that the bill will pass.

Mr. SHELLEY. Mr. Speaker, will the gentleman yield?

Mr. McDONOUGH. I yield.

Mr. SHELLEY. Does this bill in any way change the present requirements of 50-50 carriage of cargo wherever this type of cargo is being released or distributed by the United States Government?

Mr. McDONOUGH. I appreciate the interest of the gentleman from California in that particular respect. This does not change the 50-50 formula for the handling of the commodities.

Mr. BONNER. Mr. Speaker, will the gentleman yield?

Mr. McDONOUGH. I yield to the gentleman from North Carolina.

Mr. BONNER. Does it pertain in any manner to the 50-50 formula for the carriage of cargoes of this type in American-flag vessels?

Mr. McDONOUGH. No, it does not.

The SPEAKER. The question is on suspending the rules and passing the bill.

The question was taken; and (two thirds having voted in favor thereof) the rules were suspended and the bill was passed.

ESTABLISHING AN ADVISORY COMMISSION ON INTER-GOVERNMENTAL RELATIONS

Mr. FOUNTAIN. Mr. Speaker, I move to suspend the rules and pass the bill (H.R. 6904) to establish an Advisory Commission on Intergovernmental Relations.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS

SECTION 1. There is hereby established a permanent bipartisan commission to be known as the Advisory Commission on Intergovernmental Relations, hereinafter referred to as the "Commission".

DECLARATION OF PURPOSE

SEC. 2. Because the complexity of modern life intensifies the need in a federal form of government for the fullest cooperation and coordination of activities between the

levels of government, and because population growth and scientific developments portend an increasingly complex society in future years, it is essential that an appropriate agency be established to give continuing attention to intergovernmental problems.

It is intended that the Commission, in the performance of its duties, will—

(1) bring together representatives of the Federal, State, and local governments for the consideration of common problems;

(2) provide a forum for discussing the administration and coordination of Federal grant and other programs requiring intergovernmental cooperation;

(3) give critical attention to the conditions and controls involved in the administration of Federal grant programs;

(4) make available technical assistance to the executive and legislative branches of the Federal Government in the review of proposed legislation to determine its overall effect on the Federal system;

(5) encourage discussion and study at an early stage of emerging public problems that are likely to require intergovernmental cooperation;

(6) recommend, within the framework of the Constitution, the most desirable allocation of governmental functions, responsibilities, and revenues among the several levels of government; and

(7) recommend methods of coordinating and simplifying tax laws and administrative practices to achieve a more orderly and less competitive fiscal relationship between the levels of government and to reduce the burden of compliance for taxpayers.

MEMBERSHIP OF THE COMMISSION

SEC. 3. (a) The Commission shall be composed of twenty-five members, as follows:

(1) Six appointed by the President of the United States, three of whom shall be officers of the executive branch of the Government, and three private citizens, all of whom shall have had experience or familiarity with relations between the levels of government;

(2) Three appointed by the President of the Senate, who shall be Members of the Senate;

(3) Three appointed by the Speaker of the House of Representatives, who shall be Members of the House;

(4) Four appointed by the President from a panel of at least eight Governors submitted by the Governors' Conference;

(5) Three appointed by the President from a panel of at least six members of State legislative bodies submitted by the board of managers of the Council of State Governments;

(6) Four appointed by the President from a panel of at least eight mayors submitted jointly by the American Municipal Association and the United States Conference of Mayors;

(7) Two appointed by the President from a panel of at least four elected county officers submitted by the National Association of County Officials.

(b) The members appointed from private life under paragraph (1) of subsection (a) shall be appointed without regard to political affiliation; of each class of members enumerated in paragraphs (2) and (3) of subsection (a), two shall be from the majority party of the respective houses; of each class of members enumerated in paragraphs (4), (5), and (6) of subsection (a), not more than two shall be from any one political party and of the members enumerated in paragraph (7) of subsection (a), not more than one shall be from any one political party; of each class of members enumerated in paragraphs (5), (6), and (7) of subsection (a), not more than one shall be from any one State; at least two of the

appointees under paragraph (6) of subsection (a) shall be from cities under five hundred thousand population.

(c) The term of office of each member of the Commission shall be two years, but members shall be eligible for reappointment.

ORGANIZATION OF THE COMMISSION

SEC. 4. (a) The President shall convene the Commission within ninety days following enactment of this Act at such time and place as he may designate for the Commission's initial meeting.

(b) The President shall designate a Chairman and a Vice Chairman from among members of the Commission.

(c) Any vacancy in the membership of the Commission shall be filled in the same manner in which the original appointment was made; except that where the number of vacancies is fewer than the number of members specified in paragraphs 4, 5, 6, and 7 of section 3(a), each panel of names submitted in accordance with the aforementioned paragraphs shall contain at least two names for each vacancy.

(d) Where any member ceases to serve in the official position from which originally appointed under section 3(a), his place on the Commission shall be deemed to be vacant.

(e) Thirteen members of the Commission shall constitute a quorum, but two or more members shall constitute a quorum for the purpose of conducting hearings.

DUTIES OF THE COMMISSION

SEC. 5. It shall be the duty of the Commission—

(1) to engage in such activities and to make such studies and investigations as are necessary or desirable in the accomplishment of the purposes set forth in section 2 of this Act;

(2) to consider, on its own initiative, ways and means for fostering better relations between the levels of government;

(3) to submit an annual report to the President and the Congress on or before January 31 of each year. The Commission may also submit such additional reports to the President, to the Congress or any committee of the Congress, and to any unit of government or organization as the Commission may deem appropriate.

POWERS AND ADMINISTRATIVE PROVISIONS

SEC. 6. (a) The Commission or, on the authorization of the Commission, any subcommittee or members thereof, may, for the purpose of carrying out the provisions of this Act, hold such hearings, take such testimony, and sit and act at such times and places as the Commission deems advisable. Any member authorized by the Commission may administer oaths or affirmations, to witnesses appearing before the Commission or any subcommittee or members thereof.

(b) Each department, agency, and instrumentality of the executive branch of the Government, including independent agencies, is authorized and directed to furnish to the Commission, upon request made by the Chairman or Vice Chairman, such information as the Commission deems necessary to carry out its functions under this Act.

(c) The Commission shall have power to appoint, fix the compensation of, and remove a staff director without regard to the civil service laws and the Classification Act of 1949. Such appointment shall be made solely on the basis of fitness to perform the duties of the position and without regard to political affiliation.

(d) Subject to such rules and regulations as may be adopted by the Commission, the Chairman, without regard to the civil service laws and the Classification Act of 1949, and without reference to political affiliation, shall have the power—

(1) to appoint, fix the compensation of, and remove such other personnel as he deems necessary.

(2) to procure temporary and intermittent services to the same extent as is authorized by section 15 of the Administrative Expenses Act of 1946 (5 U.S.C. 55a) but at rates not to exceed \$50 a day for individuals.

(e) Except as otherwise provided in this Act, persons in the employ of the Commission under subsections (c) and (d) (1) of this section shall be considered to be Federal employees for all purposes, including—

(1) the Civil Service Retirement Act, as amended (5 U.S.C. 2251-2257),

(2) the Federal Employees' Group Life Insurance Act of 1954, as amended (5 U.S.C. 2091-2103),

(3) annual and sick leave, and

(4) the Travel Expense Act of 1949, as amended (5 U.S.C. 835-842).

(f) No individual employed in the service of the Commission shall be paid compensation for such employment at a rate in excess of \$20,000 per annum.

COMPENSATION OF COMMISSION MEMBERS

SEC. 7. (a) Members of the Commission who are Members of Congress, officers of the executive branch of the Federal Government, Governors, or full-time salaried officers of city and county governments shall serve without compensation in addition to that received in their regular public employment, but shall be allowed necessary travel expenses (or, in the alternative, a per diem in lieu of subsistence and mileage not to exceed the rates prescribed in the Travel Expense Act of 1949, as amended), without regard to the Travel Expense Act of 1949, as amended (5 U.S.C. 835-842), the Standardized Government Travel Regulations, or section 10 of the Act of March 3, 1933 (5 U.S.C. 73b), and other necessary expenses incurred by them in the performance of duties vested in the Commission.

(b) Members of the Commission, other than those to whom subsection (a) is applicable, shall receive compensation at the rate of \$50 per day for each day they are engaged in the performance of their duties as members of the Commission and shall be entitled to reimbursement for travel, subsistence, and other necessary expenses incurred by them in the performance of their duties as members of the Commission, as provided for in subsection (a) of this section.

AUTHORIZATION OF APPROPRIATIONS

SEC. 8. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

The SPEAKER. Is a second demanded?

Mr. MEADER. Mr. Speaker, I demand a second.

Mr. FOUNTAIN. Mr. Speaker, I ask unanimous consent that a second be considered as ordered.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

Mr. FOUNTAIN. Mr. Speaker, I yield myself such time as I might consume.

Mr. Speaker, before addressing myself to the legislation at hand, I want to thank each and every member of the Subcommittee on Intergovernmental Relations, and also the members of the full Committee on Government Operations, for their interest in this legislation and their cooperation in helping me to bring it to the House for action. I also want to thank those members who formerly served on the subcommittee for the sig-

86TH CONGRESS
1ST SESSION

H. R. 8409

IN THE SENATE OF THE UNITED STATES

AUGUST 18, 1959

Read twice and referred to the Committee on Agriculture and Forestry

AN ACT

To extend the International Wheat Agreement Act of 1949.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That section 2 of the International Wheat Agreement Act of
4 1949, as amended, is amended as follows:

5 (1) The first sentence is amended by striking out
6 “under the International Wheat Agreement of 1949” and all
7 that follows and inserting in lieu thereof “under the Inter-
8 national Wheat Agreement of 1949 signed by Australia,
9 Canada, France, the United States, Uruguay, and certain
10 wheat importing countries, along with the agreements (the
11 agreement of 1953, the International Wheat Agreement,

1 1956, and the International Wheat Agreement, 1959, signed
2 by the United States and certain other countries) revising
3 and renewing such Agreement of 1949 for periods through
4 July 31, 1962 (hereinafter collectively called the 'Inter-
5 national Wheat Agreement').”

6 (2) There is inserted immediately before the last sen-
7 tence the following new sentence: “Such net costs in con-
8 nection with the International Wheat Agreement, 1959,
9 shall include those with respect to all transactions which
10 qualify as commercial purchases (as defined in such agree-
11 ment) from the United States by importing member
12 countries.”

Passed the House of Representatives August 17, 1959.

Attest:

RALPH R. ROBERTS,

Clerk.

86TH CONGRESS
1ST SESSION

H. R. 8409

AN ACT

To extend the International Wheat Agreement
Act of 1949.

AUGUST 18, 1959

Read twice and referred to the Committee on
Agriculture and Forestry

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For Department
Staff Only)

Issued August 20, 1959
For actions of August 19, 1959
86th-1st, No. 142

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HIGHLIGHTS; Both Houses agreed to conference report on supplemental appropriation bill. Senate passed bills to: Permit harvesting of hay on conservation reserve acreage in drought areas; exempt durum wheat from allotments and quotas. House committee voted to report industrial-uses research bill and bill to permit harvesting of hay on conservation reserve acreage in drought areas. House Rules Committee tabled motion to clear food stamp bill. House debated bill to extend Public Law 480. Sen. Symington inserted excerpts of testimony on submission of draft of farm bill by Secretary. Sens. Ellender and Aiken introduced bill to establish revolving fund for REA loans.

SENATE

1. SUPPLEMENTAL APPROPRIATION BILL, 1960. Both Houses agreed to the conference report on this bill, H. R. 7978, and acted on amendments in disagreement (pp. 15004-10, 15033-9). This bill will now be sent to the President. Agreed to an amendment to provide \$1,000,000 (instead of \$5,000,000 as proposed by the Senate) for forest access roads. Agreed to an amendment to provide \$3,000,000 (instead of \$3,650,000 as proposed by the Senate) to the Office of Civil and Defense Mobilization for allocation to Federal agencies for civil defense and defense mobilization functions. (See Digest 141 for other items of interest to the Department).

2. SOIL BANK. The Agriculture and Forestry Committee reported without amendment S. 2457, to authorize the Secretary to compensate producers under the Soil Bank

for actions based on erroneous information furnished by authorized representatives of the Secretary (S. Rept. 745). p. 14941

Passed without amendment S. 2323, to authorize the harvesting of hay on conservation reserve acreage in areas determined by the Secretary to be disaster areas. p. 14983

3. COMMITTEE EXPENDITURES. The Rules and Administration Committee reported without amendment S. Res. 161, to provide \$15,000 in additional funds for investigations by the Agriculture and Forestry Committee (S. Rept. 739). The report of the Agriculture and Forestry Committee on this resolution states as follows: "The committee is presently studying the Commodity Credit Corporation and related matters and field investigations may be required. Extensive hearings also may be required on proposed changes in the farm program. Increased funds will be necessary to complete these investigations, studies, and hearings."

4. WHEAT. Passed as reported S. 623, to provide a 2-year extension of the existing provision for a minimum durum wheat acreage allotment of 8,000 acres in the Tulalake area of California. p. 14970. (This bill, as introduced, would have exempted the producers in the area from all acreage restrictions on durum wheat permanently).

Passed over, at the request of Sen. Keating, S. 2449, to extend the International Wheat Agreement. p. 14980

5. FOOD STAMPS; SURPLUS COMMODITIES. Passed over, at the request of Sen. Keating, S. 2522, to provide for the enrichment and sanitary packaging of certain donated commodities, and to establish experimental food stamp allotment programs. p. 14971

6. ELECTRIFICATION. Passed without amendment S. 2263, to authorize the Federal Power Commission to exempt small hydroelectric projects from certain of the licensing provisions of the Federal Power Act (p. 14983). The bill raises the exemption limit for such projects from 100 to 2,000 horsepower capacity.

Passed over, at the request of Sen. Engle, S. Res. 21, expressing the sense of the Senate concerning the making of certain loans by REA. p. 14980

Passed without amendment S. 2264, to amend the Federal Power Act to prohibit abandonment of facilities and service without the consent of the Federal Power Commission. p. 14983

7. PUBLIC BUILDINGS. Passed over, at the request of Sen. Engle, S. 1654, to grant GSA additional authority for the construction, alteration, and acquisition of public buildings of the Federal Government. p. 14979

8. DISASTER RELIEF. Passed over, at the request of Sen. Hart, S. 2504, to authorize the sale at market prices of agricultural commodities owned by the CCC to provide feed for livestock in areas determined to be emergency areas. p. 14983

9. FARM PROGRAM. Sen. Symington inserted excerpts from the testimony of the Secretary before the Agriculture and Forestry Committee with "bracketed inserts of the language as it appeared after it had been edited in the Department of Agriculture" to bolster his charge that the Secretary "promised to submit in legal language an omnibus farm bill," and a newspaper editorial urging that this material be inserted in the Record. pp. 14945-6

Sen. Bush inserted a letter to the editor from a college professor urging that the Government "stop paying subsidies for farm products and use the savings to reduce taxes." p. 14962

would normally be reached for processing. Such petition shall be served on the applicant and shall contain specific allegations of fact sufficient to show that the petitioner is a party in interest and that a grant thereof would be prima facie inconsistent with subsection (b). Such allegations of fact shall, except for those of which official notice may be taken, be supported by affidavit of a person or persons with personal knowledge thereof. The applicant shall be given the opportunity to file a reply in which allegations of fact or denials thereof shall similarly be supported by affidavit. If the Commission finds on the basis of the application, the pleadings filed, or other matters which it may officially notice that there are no substantial and material questions of fact and that a grant of the application would be consistent with subsection (b), it shall make the grant, deny the petition, and issue a concise statement of the reasons for denying the petition which shall dispose of each substantial question presented thereby. If a substantial and material question of fact is presented or if the Commission for any other reason is unable to find that grant of the application would be consistent with subsection (b), it shall proceed as provided in subsection (c).

"(b) Whether or not a petition to deny is filed under subsection (a), the Commission shall examine each application provided for in section 308. If upon examination of any such application provided for in section 308 and upon consideration of any such petition and any reply thereto or such other matters as the Commission may officially notice the Commission shall find that public interest, convenience, and necessity would be served by the granting thereof, it shall grant such application.

"(c) If upon examination of any such application, petition to deny or reply thereto or such other matters as the Commission may officially notice the Commission is unable to make the finding specified in subsection (b), it shall formally designate the application for hearing on the ground or reasons then obtaining and shall forthwith notify the applicant and all other known parties in interest of such action and the grounds and reasons therefor, specifying with particularity the matters and things in issue but not including issues or requirements phrased generally: *Provided*, That, if the Commission finds that by first giving the applicant and other known parties in interest notice of all objections to such application and an opportunity to reply thereto a determination of the application may be expedited, it shall forthwith give such notice and opportunity for reply before formally designating the application for hearing. The parties in interest, if any, who are not notified by the Commission of its action with respect to a particular application, may acquire the status of a party to the proceeding thereon by filing a petition for intervention showing the basis for their interest at any time not less than ten days prior to the date of hearing. Any hearing subsequently held upon such application shall be a full hearing in which the applicant and all other parties in interest shall be permitted to participate. The burden of proceeding with the introduction of evidence and the burden of proof shall be upon the applicant, except that with respect to any issue presented by a petition to deny or a petition to enlarge the issues, such burdens shall be as determined by the Commission.

"(d) When an application subject to subsection (a) has been filed, the Commission, notwithstanding the requirements thereof, may if otherwise authorized by law and if it finds that there are extraordinary circumstances requiring emergency operations in the public interest and that delay in the institution of such emergency operations would seriously prejudice the public interest

grant a temporary authorization, accompanied by a statement of its reasons therefor, to permit such emergency operations for a period not exceeding ninety days, and upon making like findings may extend such temporary authorization for one additional period not to exceed ninety days. When any such grant is made, the Commission shall give expeditious treatment to any timely filed petition to deny such application and to any petition for rehearing of such grant filed under section 405.

"(e) The stations other than in the broadcasting or common carrier service referred to in subsection (a) are (1) fixed point-to-point microwave stations, but not including control and relay stations used as integral parts of mobile radio systems, (2) industrial radio positioning stations for which frequencies are assigned on an exclusive basis, (3) aeronautical en route stations, (4) aeronautical advisory stations, (5) airdrome control stations, (6) aeronautical fixed stations, and (7) such other stations or classes of stations as the Commission by rule provides.

"(f) The Commission is authorized to adopt by rule reasonable classifications of applications and amendments in order to effectuate the purposes of this section.

"(g) Such station licenses as the Commission may grant shall be in such general form as it may prescribe, but each license shall contain, in addition to other provisions, a statement of the following conditions to which such license shall be subject: (1) The station license shall not vest in the licensee any right to operate the station nor any right in the use of the frequencies designated in the license beyond the term thereof nor in any other manner than authorized therein; (2) neither the license nor the right granted thereunder shall be assigned or otherwise transferred in violation of this Act; (3) every license issued under this Act shall be subject in terms to the right of use or control conferred by section 606 hereof."

SEC. 2. Section 319(c) of the Communications Act of 1934 (47 U.S.C. 319(c)) is amended by striking out "and (c)" and inserting in lieu thereof "(c), (d), and (e)".

SEC. 3. Section 405 of the Communications Act of 1934 (47 U.S.C. 405) is amended—

(1) by striking out "and party" in the first sentence and inserting in lieu thereof "any party", and

(2) by inserting after the fourth sentence a new sentence as follows: "The Commission shall enter an order, with a concise statement of the reasons therefor, denying a petition for rehearing or granting such petition, in whole or in part, and ordering such further proceedings as may be appropriate: *Provided*, That in any case where such petition relates to an instrument of authorization granted without a hearing, the Commission shall take such action within ninety days of the filing of such petition."

The amendment was agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

EXPANSION OF FEDERAL COMMUNICATIONS COMMISSION'S REGULATORY AUTHORITY

The bill (S. 1740) to amend section 202(b) of the Communications Act of 1934, in order to expand the Federal Communications Commission's regulatory authority under such section was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That sub-

section (b) of section 202 of the Communications Act of 1934 (47 U.S.C. 202(b)) is amended to read as follows:

"(b) Charges or services, whenever referred to in this Act, include charges for, or services in connection with, the use of communication facilities of common carriers in chain broadcasting or incidental to radio communication of any kind."

REDEFINING DUTIES AND FUNCTIONS OF REVIEW STAFF, COMMUNICATIONS ACT OF 1934

The bill (S. 1738) to amend section 5(c) of the Communications Act of 1934, to redefine the duties and functions of the review staff, was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That subsection (c) of section 5 of the Communications Act of 1934, as amended (47 U.S.C. 155 (c)), is amended by striking out the fourth sentence thereof and inserting in lieu thereof the following two sentences: "The review staff shall perform no duties or functions other than those prescribed by the Commission to assist it, in cases of adjudication (as defined in the Administrative Procedure Act) which have been designated for hearing. It shall make no recommendations concerning the final disposition of any proceeding, and any document finally disposing of a proceeding shall be prepared in accordance with the specific directions of the Commission."

BILLS PASSED OVER

The bill (S. 1735) to repeal the honorarium provision of subsection (b) of section 4 of the Communications Act of 1934 was announced as next in order.

Mr. KEATING. Over, Mr. President, by request.

The PRESIDING OFFICER. The bill will be passed over.

The bill (S. 1654) to provide for the construction, alteration, and acquisition of public buildings of the Federal Government, and for other purposes, was announced as next in order.

Mr. ENGLE. Over, Mr. President, as not being proper calendar business.

The PRESIDING OFFICER. The bill will be passed over.

ACQUISITION AND CONVEYANCE OF CERTAIN DISTRICT OF COLUMBIA PROPERTY TO THE PAN AMERICAN HEALTH ORGANIZATION

The joint resolution (S.J. Res. 115) authorizing the purchase of certain property in the District of Columbia and its conveyance to the Pan American Health Organization was announced as next in order.

Mr. MORSE. Mr. President, I ask unanimous consent to have printed at this point in the RECORD a statement by me in explanation of the bill, as meeting the requirements of the Morse formula.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT BY SENATOR MORSE

Senate Joint Resolution 115 authorizes an appropriation of funds necessary for the Administrator of General Services to acquire certain land, buildings, and improve-

ments in the District of Columbia. In addition, the resolution authorizes the Administrator of General Services to convey the above-mentioned property to the Pan American Health Organization for use as a headquarters site without monetary consideration.

The United States as a member of the Organization has since the inception of the Health Organization taken the leadership in the health problems experienced by our friends of the Americas. The headquarters of the Organization are located in Washington and I understand it is crowded and inadequate. I also understand that it is imperative that much more adequate headquarters be found.

The Organization received invitations to establish its headquarters in several other countries which participate in its activities. The U.S. delegation to the Pan American Sanitary Conference in 1950 made assurances that it would like to have the Organization headquarters remain in this country and that action would be taken to make land available for a headquarters in the Washington area. Because of the offer to provide a suitable headquarters site on the part of the U.S. delegation, the offers to establish headquarters in other countries were not acted upon.

Because the United States is a leading participant in the Pan American Health Organization, and because of the substantial interest of the United States in the health of the people of the Americas, Senate Joint Resolution 115 does not appear to violate the Morse formula.

The PRESIDING OFFICER. Is there objection to the present consideration of the joint resolution?

There being no objection, the joint resolution (S.J. Res. 115) was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, such sums as may be necessary for the Administrator of General Services to acquire by purchase, condemnation, or otherwise, including any expenses of such acquisitions, the land in the northwest section of the District of Columbia, known as square 59, bounded on the north and south by Virginia Avenue and E Street, and on the east and west by Twenty-second and Twenty-third Streets, together with any building and improvements thereon.

SEC. 2. The Administrator of General Services is hereby authorized to convey, without consideration, the property acquired under section 1 of this Act to the Pan American Health Organization, formerly known as the Pan American Sanitary Bureau and the Pan American Sanitary Organization, for use as a headquarters site, subject to the condition that the site development plan be coordinated with the National Capital Planning Commission.

The preamble was agreed to.

JOHN W. FLANNAGAN DAM AND RESERVOIR

The bill (H.R. 109) to designate the dam and reservoir to be constructed on the Pound River near Bartlick, Va., as the "John W. Flannagan Dam and Reservoir," was considered, ordered to a third reading, read the third time, and passed.

CONFIRMATION OF CONTRACT BETWEEN THE UNITED STATES AND THE TOWN OF BRIDGEPORT, WASH.

The bill (H.R. 802) to validate and confirm a contract entered into between the United States and the town of Bridgeport, Wash., was considered, ordered to a third reading, read the third time, and passed.

DESIGNATION OF STREAM IN CALIFORNIA AS THE "PETALUMA RIVER"

The bill (H.R. 2191) to designate a stream in California as the "Petaluma River," was considered, ordered to a third reading, read the third time, and passed.

DESIGNATION OF COYOTE VALLEY RESERVOIR, CALIF., AS LAKE MENDOCINO

The bill (H.R. 2193) to designate the Coyote Valley Reservoir in California as Lake Mendocino was considered, ordered to a third reading, read the third time, and passed.

CONVEYANCE OF CERTAIN LANDS IN ARLINGTON COUNTY, VA.

The bill (H.R. 2465) to authorize the conveyance by the Secretary of Commerce of certain lands in Arlington County, Va., was announced as next in order.

Mr. MORSE. Mr. President, this bill conforms to the Morse formula. I ask unanimous consent to have printed in the RECORD a statement on that subject.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT BY SENATOR MORSE

H.R. 2465 authorizes the Secretary of Commerce to exchange certain real property in Arlington County, Va., owned by the Federal Government for certain parcels of real property in the same area owned by certain individuals.

The proposed exchange would have the beneficial effect of improving property lines for both the Federal Government and the private parties. The exchange would also benefit the United States should it decide in the future to widen a highway in the area.

The property in question has been appraised by the Bureau of Public Roads. The land owned by the United States is appraised at \$14,500. The land proposed to be transferred to the Government has been appraised at \$12,700. The private parties have agreed to pay the difference in the appraised value of the properties to be exchanged.

In view of the fact that the land is being exchanged for land of equal value, the bill does not violate the Morse formula.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the bill (H.R. 2465) was considered, ordered to a third reading, read the third time, and passed.

REPEAL OF ACT CREATING THE LOUISIANA-VICKSBURG BRIDGE COMMISSION

The bill (H.R. 1074) to repeal the act of August 9, 1939, creating the Louisiana-Vicksburg Bridge Commission was considered, ordered to a third reading, read the third time, and passed.

DOUGLAS MCKAY DAM AND RESERVOIR

The bill (S. 2440) to designate the Green Peter Dam and Reservoir in Middle Santiam River, Oreg., as the Douglas McKay Dam and Reservoir was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Green Peter Dam and Reservoir to be constructed on the Middle Santiam River near Albany, Oregon, authorized by the Flood Control Acts of June 28, 1938 (Public Law 761, 75th Congress), and September 3, 1954 (Public Law 780, 83d Congress), shall be known and designated hereafter as the Douglas McKay Dam and Reservoir. Any law, regulation, map, document, record, or other paper of the United States in which such dam and reservoir are referred to as the Green Peter Dam and Reservoir shall be held to refer to such dam and reservoir as the Douglas McKay Dam and Reservoir.

RESOLUTION AND BILL PASSED OVER

The resolution (S. Res. 21) expressing the sense of the Senate concerning the making of loans by the Rural Electrification Administration was announced as next in order.

Mr. ENGLE. Over, Mr. President, by request.

The PRESIDING OFFICER. The resolution will be passed over.

The bill (S. 2449) to extend the International Wheat Agreement Act of 1949 was announced as next in order.

Mr. KEATING. Over, Mr. President, as not proper calendar business.

The PRESIDING OFFICER. The bill will be passed over.

INTERSTATE TRANSPORTATION OF FISH

The bill (H.R. 5854) to clarify a provision in the Black Bass Act relating to the interstate transportation of fish, and for other purposes, was considered, ordered to a third meeting, read the third time, and passed.

USE OF CERTIFIED MAIL FOR SERVICE OF PROCESS

The bill (H.R. 7112) to amend sec. 1005(c) of the Federal Aviation Act of 1958 to authorize the use of certified mail for service of process, and for other purposes, was considered, ordered to a third reading, read the third time, and passed.

17. WATER RESOURCES. Passed as reported S. 2628, to establish a U. S. Study Commission on the Development of the Rivers, Ports, and Drainage Basins (and intervening areas) of Alaska. pp. 17384-7
18. INSPECTION SERVICES; IMPORTS. Passed with amendments H. R. 8582, to authorize the construction of a toll bridge across the Rio Grande near Los Indios, Tex. (a similar bill S. 2531 was indefinitely postponed) (pp. 17388-92), and H. R. 8694, to authorize the construction of a toll bridge across the Rio Grande at or near Rio Grande City, Tex. (a similar bill S. 2590 was indefinitely postponed) (p. 17392). Both these bills would affect this Department's inspection service costs regarding imports.
19. MUTUAL SECURITY APPROPRIATION BILL, 1960. Passed over, at the request of Sen. Morse, this bill, H. R. 8385. p. 17392
20. FOREIGN AID. Passed without amendment S. 1697, to amend the Mutual Defense Assistance Control Act of 1951 so as to permit, if the President finds it to be in the national interest, U. S. aid to any foreign country except Russia and Communist-held areas of the Far East. pp. 17401-2
21. APPROPRIATIONS; CLAIMS. Received from the President a supplemental appropriation estimate to pay claims for damages and a judgment rendered against the U. S. in the amount of \$323,629, together with such amount as may be necessary to pay indefinite interest (S.Doc. 56). p. 17342
22. INFLATION. Sen. Byrd, Va., termed inflation "our No. 1 domestic problem," and inserted two articles on the subject. pp. 17353-5
23. CONSERVATION CORPS. Sen. Morse inserted an article showing that Gov. Rockefeller favors youth camps for juveniles in New York and associated this position with the principle involved in S. 812, the Youth Conservation Corps bill, that has passed the Senate and is awaiting action in the House. pp. 17356-7
Sen. Randolph and others urged support in the House for the Youth Conservation Corps bill. p. 17362-3
24. FORESTRY. Sen. Moss praised the work of the Forest Service smokejumpers and others in alleviating the destructive results of the recent Montana earthquake. pp. 17359-60
25. CONGRESSIONAL RECESS. Sen. Smith urged support for her resolution to have Congress recess for a period each summer. pp. 17348-9
26. FISH AND WILDLIFE. Concurred in the House amendment to S. 1575, to authorize the appropriation of \$2,565,000 to Interior to undertake continuing studies of the effects of insecticides, herbicides, fungicides, and other pesticides upon fish and wildlife. This bill will now be sent to the President. p. 17407
27. INTERGOVERNMENTAL RELATIONS. Passed with amendment H. R. 6904, to establish an Advisory Commission on Intergovernmental Relations, after substituting the language of a similar bill, S. 2026, as amended. S. 2026 was indefinitely postponed. Senate conferees were appointed. pp. 17408-17
28. SMALL BUSINESS. Passed with amendment H. R. 8599, to provide an additional \$75 million for the Small Business Administration's revolving fund, after substituting the language of a similar bill, S. 2612, as amended. pp. 17427-8

Sept 10, 1959

SENATE

10. WHEAT. Passed as reported S. 2449, to extend the International Wheat Agreement Act of 1949 to cover the International Wheat Agreement, 1959. The committee report states that the amendments are "purely technical, making no change in substance." p. 17433
11. FEED; DISASTER RELIEF. Concurred in the House amendments to S. 2504, to authorize this Department to sell at current support prices CCC feed for live-stock in emergency areas. This bill will now be sent to the President. pp. 17396-7
12. FARM LOANS. Agreed to the conference report on H. R. 7629, to extend for 2 years, until June 30, 1961, the authority of the Farmers' Home Administration to make real estate loans for refinancing farm debts, and providing that growing or recently harvested crops shall be included in computing a farmer's assets in making loans under this authority. This bill will now be sent to the President. p. 17397
13. PERSONNEL. Concurred in the House amendments to S. 1845, to grant this Department 10 additional Public Law 313 positions, increase the salaries of certain Administrative Assistant Secretaries (including this Department), and revise the basic rates of compensation of certain other Government positions (see Digest 157 for a summary of the provisions of the bill). This bill will now be sent to the President. pp. 17399-400
Concurred in the House amendments, with additional amendments, to S. 2162, to provide a health benefits program for Federal employees. Sen. Johnston explained that the Senate amendments "make it clear that the price figures established in the bill by the House apply to the purchase of health benefits and do not include auxiliary costs in addition to sharing the cost of the health benefits purchased" and "make clear that both Government and employees will share these auxiliary costs in addition to sharing the cost of the health benefits purchased" and provides for "a Director of Retirement and Insurance." pp. 17402-7
Passed as reported H. R. 4283, to amend the District of Columbia Income and Franchise Tax Act of 1947 so as to provide that certain officers of the executive branch of the Federal Government appointed by the President and confirmed by the Senate shall be exempt from the act. pp. 17431-2
14. WATER UTILIZATION. Passed without amendment S. 1605, to grant the consent of Congress to Kan. and Nebr. to negotiate and enter into a compact relating to the apportionment of the waters of the Big Blue River and its tributaries as they affect these States. p. 17374
15. PATENTS; PLANTS. Passed over, at the request of Sen. Prouty, S. 1447, to amend Sec. 161, title 35, U. S. Code, with respect to patents for plants so as to eliminate the exclusion of tuber propagated plants from being patented. p. 17375
16. MINERALS. Passed without amendment S. 1537, to establish a national mining and minerals policy. pp. 17382-3
Agreed to H. Con. Res. 177, requesting the President to have reviews made, and to report to Congress, on the more effective use of Government programs in increasing production and employment in critically depressed mining and mineral industries affecting public and other lands. p. 17383

ments, medical care, temporary billeting, transportation, and other goods and services necessary for the health or welfare of individuals (including guidance, counseling, and other welfare services) furnished to them within a period of not to exceed one year after the month following the month in which the recipient returns, or is repatriated or otherwise brought, as the case may be, to the United States.

APPROPRIATIONS

SEC. 5. There are authorized to be appropriated to the Department of Health, Education, and Welfare such sums as the Congress may determine for carrying out the purposes of this Act.

AUTHORIZATION FOR COMMITTEE ON LABOR AND PUBLIC WELFARE TO REPORT BILL AND FILE REPORT

Mr. CLARK. Mr. President, I ask unanimous consent that the Committee on Labor and Public Welfare may have until midnight tonight to report a bill, which has been ordered reported by the committee, to amend the Coal Mine Safety Act, and to file a report in connection with the bill.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

AMENDMENT OF ATOMIC ENERGY ACT OF 1954

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Order No. 896, S. 2568.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (S. 2568) to amend the Atomic Energy Act of 1954, as amended, with respect to cooperation with States.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Texas.

The motion was agreed to; and the Senate proceeded to consider the bill, which had been reported from the Joint Committee on Atomic Energy with amendments.

RECESS

Mr. JOHNSON of Texas. Mr. President, I move that the Senate take a recess, subject to the call of the Chair.

The motion was agreed to; and (at 5 o'clock and 11 minutes p.m.) the Senate took a recess, subject to the call of the Chair.

At 5 o'clock and 20 minutes, p.m., the Senate resumed its session, and was called to order by the Presiding Officer (Mr. THURMOND in the chair).

EXTENSION OF INTERNATIONAL WHEAT AGREEMENT ACT OF 1949

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 710, S. 2449, to extend the International Wheat Agreement Act of 1949.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 2449) to extend the International Wheat Agreement Act of 1949.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Texas.

The motion was agreed to; and the Senate proceeded to consider the bill (S. 2449) to extend the International Wheat Agreement Act of 1949, which had been reported from the Committee on Agriculture and Forestry, with an amendment on page 1, after line 4, to strike out:

(1) There is inserted before the parenthesis at the end of the first sentence the following: "and the agreement (International Wheat Agreement, 1959) further revising and renewing the International Wheat Agreement for a period ending July 31, 1962, signed by the United States and certain other countries:".

And, in lieu thereof, to insert:

(1) The first sentence is amended by striking out "under the International Wheat Agreement of 1949" and all that follows and inserting in lieu thereof "under the International Wheat Agreement of 1949 signed by Australia, Canada, France, the United States, Uruguay, and certain wheat importing countries, along with the agreements (the agreement of 1953, the International Wheat Agreement, 1956, and the International Wheat Agreement, 1959, signed by the United States and certain other countries) revising and renewing such Agreement of 1949 for periods through July 31, 1962 (hereinafter collectively called the 'International Wheat Agreement')."

So as to make the bill read:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2 of the International Wheat Agreement Act of 1949, as amended, is amended as follows:

(1) The first sentence is amended by striking out "under the International Wheat Agreement of 1949" and all that follows and inserting in lieu thereof "under the International Wheat Agreement of 1949 signed by Australia, Canada, France, the United States, Uruguay, and certain wheat importing countries, along with the agreements (the agreement of 1953, the International Wheat Agreement, 1956, and the International Wheat Agreement, 1959, signed by the United States and certain other countries) revising and renewing such Agreement of 1949 for periods through July 31, 1962 (hereinafter collectively called the 'International Wheat Agreement')."

(2) There is inserted immediately before the last sentence the following new sentence: "Such net costs in connection with the International Wheat Agreement, 1959, shall include those with respect to all transactions which qualify as commercial purchases (as defined in such agreement) from the United States by importing member countries."

Mr. JOHNSON of Texas. Mr. President, the bill will extend the International Wheat Agreement Act of 1949 to cover the International Wheat Agreement of 1959.

Mr. MORSE. Mr. President, I have received communications from the Oregon Wheat League and other wheat-growers in my State strongly supporting the bill. I am pleased to vote for the bill.

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that the committee amendments be agreed to en bloc.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Texas? The Chair hears none, and, without objection, the committee amendments are agreed to en bloc.

If there be no further amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill (S. 2449) was ordered to be engrossed for a third reading, read the third time, and passed.

Mr. JOHNSON of Texas. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. MORSE. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

EMPLOYMENT OF SIX ADDITIONAL LABORERS

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 225, Senate Resolution 113.

The PRESIDING OFFICER. The resolution will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A resolution (S. Res. 113) authorizing the Sergeant at Arms of the Senate to employ not to exceed six additional laborers.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Texas.

The motion was agreed to; and the Senate proceeded to consider the resolution.

Mr. JOHNSON of Texas. Mr. President, I move that the resolution be indefinitely postponed. The matter has been taken care of, and I want to get the resolution off the calendar.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Texas.

The motion was agreed to.

SALARY INCREASES FOR POLICE OF NATIONAL ZOOLOGICAL PARK

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 829, H.R. 8464.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (H.R. 8464) to amend the act of October 24, 1951, to provide salary increases for the police for the National Zoological Park.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Texas.

The motion was agreed to; and the Senate proceeded to consider the bill (H.R. 8464) to amend the act of October 24, 1951, to provide salary increases for the police for the National Zoological Park.

Mr. JOHNSON of Texas. Mr. President, the Committee on Rules and Administration, to which the bill (H.R. 8464) to provide salary increases for the police for the National Zoological Park, was referred, has considered the bill and recommends that the bill be passed.

Mr. MORSE. Mr. President, I spoke on behalf of this bill yesterday when it

was reached on the call of the calendar. I think it is a bill which simply provides fair treatment for the police of the National Zoological Park, and it ought to be passed.

The PRESIDING OFFICER. If there be no amendment to be proposed, the question is on the third reading of the bill.

The bill (H.R. 8464) was ordered to a third reading, read the third time, and passed.

Mr. JOHNSON of Texas. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. MORSE. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

DONATIONS OF SURPLUS PROPERTY TO LIBRARIES

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 854, S. 155.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 155) to amend the Federal Property and Administrative Services Act of 1949, so as to permit donations of surplus property to libraries which are tax-supported or publicly owned and operated.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Texas.

The motion was agreed to; and the Senate proceeded to consider the bill (S. 155) to amend the Federal Property and Administrative Services Act of 1949, so as to permit donations of surplus property to libraries which are tax supported or publicly owned and operated, which had been reported from the Committee on Government Operations, with an amendment, to strike out all after the enacting clause and insert:

That clause (A) and clause (B) of paragraph (3) of section 203(j) of the Federal Property and Administrative Services Act of 1949 (40 U.S.C. 484(j)) are amended by striking out the words "and universities," wherever they appear therein, and inserting in lieu thereof the words "universities and other educational institutions".

Mr. MORSE. Mr. President, I am in support of this bill because it is non-discriminatory in form and applies uniformly across the country wherever surplus property is located. I think it is a fair bill.

The PRESIDING OFFICER. The question is on agreeing to the committee amendment.

The amendment was agreed to.

The PRESIDING OFFICER. If there be no further amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill (S. 155) was ordered to be engrossed for a third reading, read the third time, and passed.

The title was amended, so as to read: "A bill to amend the Federal Property and Administrative Services Act of 1949 so as to permit donations of surplus property to certain educational institutions."

AMENDMENT OF ATOMIC ENERGY ACT OF 1954

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 896, S. 2563.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 2563) to amend the Atomic Energy Act of 1954, as amended, with respect to cooperation with States.

The PRESIDING OFFICER. The question is on agreeing to the motion from the Senator from Texas.

The motion was agreed to, and the Senate proceeded to consider the bill.

THE SAGA OF A GREAT PUBLIC SERVANT—WILFRED JAMES McNEIL

Mr. BRIDGES. Mr. President, I rise to pay earnest tribute to a man who, in my opinion, is one of the most dedicated, one of the most outstanding public servants this country has ever had. It is with genuine sorrow that I must pay this tribute on the eve of his departure from Government service.

I refer to Wilfred James McNeil, who for 12 years has been in charge of fiscal affairs of the Department of Defense. Since the Unification Act of 1947, he has served under six successive Secretaries of Defense, both Democrat and Republican.

As Comptroller, Assistant Secretary of Defense McNeil is the only top Pentagon official who has stayed continuously on the same job since the services were unified.

He is leaving Government service to become president of the Grace Line. I think it is characteristic of Wilfred McNeil that of all the many offers he has had from private business, the only one he would accept is with a company that has no contractual involvements with the Department of Defense. I might point out, too, that he has been receiving such offers—at many times his Government salary—for years. But he has consistently elected to stay on the job.

Now, out of consideration for his family, he is leaving. I cannot do justice to the measure of his service to the Nation as a whole.

Wilfred McNeil literally has saved the taxpayers of America billions of dollars. And yet comparatively few people in this country have ever heard of him. This is understandable, for he has always shunned the limelight. I daresay he is one of the most modest—and remarkable—men I have ever met in Government.

Mr. President, as the chairman of the Committee on Appropriations, as the ranking member of the Committee on Appropriations of the Senate, as the ranking member of the Committee on Armed Services of the Senate, and as the ranking member of the Preparedness Subcommittee of the Senate, I have worked with Mr. McNeil. In those capacities I have had an opportunity

to observe Mr. McNeil's work and the quality of that work.

BOSTON HERALD DEPLORES LOSS

I think it is appropriate at this point to quote from an article which was published August 28 in the Boston Herald. It reads, in part:

Congress is concerning itself, as it should, with why the Navy and Air Force invested \$243 million to develop some high-powered boron jet fuel and then closed down the work.

But Congress is not concerning itself with the waste of defense brains, a waste that can be far more costly.

The New York Herald Tribune says Wilfred J. McNeil, Assistant Secretary of Defense for Fiscal Affairs, is reported to be leaving to become president of the Grace Line. If Mr. McNeil does make this shift, the Nation had better inquire into something even more urgent than exotic fuels.

Since the establishment of the Department we have had six Secretaries of Defense. Whatever man has been entrusted with the enormous and complex operation and balance of our total defense structure has had 2 years on the average to get to know the business, the people in it, and the Senators and Representatives who parcel out the money.

The turnover is fantastic.

But through all those 12 years, McNeil has remained as Comptroller. His experience, his mastery of the great complex of defense has provided a priceless continuity. Secretaries would have limped without him, Presidents would have lacked an overall defense cost view, Budget Directors would have had to rely on less competent advice and congressional Appropriations Committees would have had none they could so well rely on.

No one today is so fully informed on the broad issues of defense.

And now that priceless ability appears about to be lost—lost, it should be noted, not only to the official defense staff of the United States, but to all defense, public or private.

CAREER FOLLOWS CLASSIC PATTERN

I think it is indeed sad that once our Government is able to attract men of Mr. McNeil's ability, it is seldom able to retain their service for any appreciable length of time. There are countless illustrations, from the Cabinet level on down.

The career of Wilfred McNeil follows the classic American tradition. He was born in Boone, Iowa, in 1901. He joined the Navy at 17 and served as a yeoman. Following World War I, he was a bank cashier in Searsboro, Iowa. Later he became president of the First State Bank in Brandon, Colo., and then in 1926 returned to Iowa, this time as an automobile distributor and later as a promotion official for the Des Moines Register and Tribune. He came east in 1934 and subsequently became circulation manager for the Washington Post.

Mr. McNeil returned to the Navy as a lieutenant commander when World War II began and at its conclusion was Fiscal Director of the Navy Department. Following his release from the Navy in 1945, he was promoted to rear admiral in the Naval Reserve. The then Secretary of the Navy, the late James V. Forrestal, had been highly impressed with his capabilities during the war and gave him general charge of all fiscal and management affairs of the Navy Department. In 1947, he became fiscal boss of the en-

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For Department
Staff Only)

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HIGHLIGHTS: Page 7

SENATE

1. **WHEAT.** Passed without amendment H. R. 8409, in lieu of S. 2449 (passed on Sept. 10), to extend for an additional 3 years (until July 31, 1962) the necessary implementing legislation to carry out U. S. participation in the International Wheat Agreement, 1959, ratified July 15, 1959 by the Senate (pp. 17510-1). This bill will now be sent to the President. The committee report states that this bill would extend CCC's authority to make wheat available for export and to exercise our rights and fulfill our obligations under the Agreement.
2. **CENTENNIAL CELEBRATION.** Passed over, at the request of Sen. Hart, H. R. 4012, to provide for the centennial celebration of the establishment of the land-grant colleges and State universities and the establishment of the Department of Agriculture. p. 17563

3. FOOD SURPLUSES; FOREIGN AFFAIRS. Passed over, at the request of Sen. Hart, S. 1711, the food-for-peace bill. p. 17563
4. FOOD STAMP. Passed over, at the request of Sen. Hart, S. 2522, to provide for the enrichment and sanitary packaging of certain donated surplus commodities and to establish experimental food stamp allotment programs. p. 17563
5. FARM PROGRAM. Sen. Langer urged this Department and the Congressional Agriculture committees to concern themselves with and to make recommendations on solving the "problem of preventing the family farm from disappearing from the American scene," and inserted an article, "Small Canadian Farmer is Big Business Victim." pp. 17494-6
6. LANDS. Both Houses received and agreed to the conference report on S. 1436, to provide that lands conveyed under the Recreation Act of 1926 for State park purposes shall not be subject to the 640 acre limitation provided in the Act (pp. 17530, 17586-7). This bill will now be sent to the President. The bill as agreed to, limits the number of sites to 3 and the acreage to 6,400 acres (although this figure can be doubled for the ensuing 3 calendar years) that can be conveyed to any one State in a year for recreational purposes and limits to 640 acres the area that can be conveyed to a nonprofit organization for public purposes.

Passed over, at the request of Sen. Hart S. 1617, to provide for the adjustment of the legislative jurisdiction exercised by the U. S. over lands in the States used for Federal purposes. p. 17563

Passed over, at the request of Sen. Hart S. 2308, to validate certain extended oil and gas leases. p. 17563
7. PERSONNEL; PAYROLLING; TAXES. Passed with amendment S. 2282, to prohibit acceptance by the Federal Government of compensation from any State for services rendered in connection with the withholding of income taxes from employees salaries (pp. 17529-30, 17538-47, 17548). Certain State laws provide for the withholding party to keep a specified portion of the tax withheld to cover costs of this service. Under this bill, the Federal Government would not receive this compensation. Agreed to an amendment by Sen. Saltonstall to eliminate a section of the bill that would prevent the Government from withholding any State's income taxes from employees who are nonresidents of the State even though they work in the taxing State, and to strike an accompanying verification of residence section (pp. 17538-48). Rejected an amendment by Sen. Cotton to change a provision allowing collection of taxes only from residents of the State to allowing the collection from persons "whose place of abode is " in the State (regardless of one's legal residence) (pp. 17541-8). (Earlier in the day this bill was passed over, at the request of Sen. Hart).

Passed with amendments H. R. 6059, to provide additional civilian employees for the Defense Department for purposes of scientific research and development (pp. 17557-8). Sen. Johnston stated that the bill authorizes the Defense Department additional Public Law 313 positions and liberalizes the Federal Employees Group Life Insurance Act (p. 17557). (See Digest 159 for a summary of the life insurance provisions of the bill)

Passed over, at the request of Sen. Hart, H. R. 4601 and S. 91, to amend the act of Sept. 1, 1954, to limit to cases involving the national security the prohibition on payment of annuities to employees of the U. S. p. 17563
8. SURPLUS PROPERTY. Sen. Keating stated that he supported S. 155, to permit the donations of surplus property to public libraries, which recently passed the Senate, but expressed his "disappointment" that the Government Operations Committee has not reported S. 1365, to permit donations of surplus property to welfare and recreation agencies. pp. 17497-8

bill until such time as the Commission may enter into an agreement with the Governor of a State, and at that time certain responsibilities now exercised by the Commission would be turned over from the Commission to qualified State governments, on a State by State basis.

Responsibilities of the Department of Health, Education, and Welfare are not changed by this bill except that the Secretary of that Department is designated as a member of the Federal Radiation Council. The Council shall advise the President with respect to radiation matters, directly or indirectly affecting health, including guidance by the President for all Federal agencies in the formulation of radiation standards and the establishment and execution of programs for cooperation with States. Therefore, the Department of Health, Education, and Welfare will have an active role in the formulation of standards and policies by the Council and in coordinating responsibilities at the Federal level and at the State level.

Mr. HUMPHREY. While the Council, then, will not establish Federal radiation standards immediately, the Council will advise the President on these matters and will, through the cooperation of the Atomic Energy Commission and the Department of Health, Education, and Welfare, lay the groundwork for the establishment of such standards. Is that correct?

Mr. ANDERSON. The Senator is correct. The President will establish policies, but the situation laid down by the Senator is correct.

Mr. HUMPHREY. Does the Executive order or the bill deal with the question as to what agency, group, or person is responsible for setting radiation standards?

Mr. ANDERSON. The bill provides that the Council shall advise the President with respect to radiation matters, directly or indirectly affecting health, including guidance by the President for all Federal agencies in the formulation of radiation standards. Under the bill, as well as under the Executive order, the President shall have the final responsibility for establishing policies with respect to radiation standards. The President will receive his recommendations from the Council, which in turn, will receive advice from qualified technical experts.

Mr. HUMPHREY. May I preface my third question by a comment which should have been made prior to question No. 1. It is a fact, is it not, that the bill as now reported and as amended in no way appears to conflict with the Executive order of the President, which also establishes a Radiation Council?

Mr. ANDERSON. Yes. It is in somewhat different language. It permits the addition of people from the outside, but it does not conflict with the original establishment of the Council by the President, and has been carefully cleared with the Bureau of the Budget and with the various agencies involved.

Mr. HUMPHREY. I thought it was important to get that clarified since there has been a recent Executive order on the matter.

Question No. 3: Under the bill or the Executive order is there any way in which the public will be guaranteed continuous and objective information on levels of fallout and other potential radiation hazards?

Mr. ANDERSON. I say to the able Senator that this is an extremely important question because it is essential that the public get the information. As chairman of the Joint Committee on Atomic Energy, I received a letter dated August 21, 1959, from Maurice H. Stans, Director of the Bureau of the Budget, concerning the functions of the Council. This letter states that the President has approved certain recommendations, including No. 3, as follows:

The Department of Health, Education, and Welfare shall intensify its radiological health efforts and have primary responsibility within the executive branch for the collation, analysis, and interpretation of data on environmental radiation levels such as * * * fallout, so that the Secretary of Health, Education, and Welfare may advise the President and the general public.

Thus it would appear that under the Executive order the Department of Health, Education, and Welfare—which is separate, of course, from AEC—will have primary responsibility for advising the general public as to the radiation levels of the fallout.

I might add, in line with the able question of the Senator from the Senator, that the Joint Committee has just published a summary analysis of its hearings on "Fallout From Nuclear Weapons Tests," in which it pledges also that the Joint Committee will follow this matter as vigorously as it can in order to see that this material gets into the hands of the general public.

The hearings, which lasted several days, coupled with the exhibits and the comments which were supplied, and other hearings by the Joint Committee on radiation matters, involved thousands of pages of text. Along with reports such as this, these hearings are all being released in an effort to keep the general public informed to the greatest extent possible.

Mr. HUMPHREY. I am sure the Senator will agree with me that it is important there be a continuous and objective flow of information on this important subject of the effects of radiation and the degree of fallout. I know that the Joint Committee has emphasized these effects at its recent hearings; and, as I understand, not only will the Joint Committee continue its activities, and not only will the AEC continue to study the problem, but the responsibility concerning the technical and scientific aspects of health, education, and welfare will be that of the Department of Health, Education, and Welfare, which will also have the responsibility of advising the President and the general public on the radiation levels of fallout.

Mr. ANDERSON. The Senator is completely correct. That feature is what I think is the best part about it. Someone may say the AEC would not do the work completely, and that the Joint Committee will not fully inform the Congress as it is supposed to do, but here

is a third agency which is supposed to report to the public, and I can assure the Senator through the work of these three agencies I am confident the public will receive all proper information on it.

Mr. HUMPHREY. I imagine when we say, "H.E.W.," the Department of Health, Education, and Welfare, we are referring in fact to the U.S. Public Health Service office of the Department, which would have primary responsibility in this field.

Mr. ANDERSON. Yes; but I would not want to limit it, because there has been a great deal of work by the Food and Drug Administration, which has a responsibility with reference to foods, particularly. There is also statistical work which must constantly be done. It may be done outside the Public Health Service. The overall responsibility of the Department is well established, and I think it will render a very complete service.

Mr. HUMPHREY. The Senator knows that the whole problem of radiation hazards affects the food supply, and therefore is of interest to agriculture as a whole. As I understand, there is nothing exclusive, under the Executive order, which, for example, would prevent information on the radiation problem from reaching the agricultural areas through the established services of the land-grant colleges and the agricultural schools.

Mr. ANDERSON. That is correct. In addition, it should be pointed out that the bill permits the President to add to the Council he now has such persons as he may deem important. He could, if he wished, appoint the Secretary of Agriculture as a member for the particular purpose of having him survey the situation with respect to food. We have had some problems in connection with milk. We have had some problems in connection with radioactive grain. Any time the President wishes to dip into another department and select a particular person, or his nominee from that department, the bill permits him to do so.

Mr. HUMPHREY. The Senator speaks of a representative of the department "or his nominee." I am sure the Senator contemplates someone of professional stature who could make a genuine contribution in this very important technical field.

Mr. ANDERSON. Yes. For example, the Secretary of Agriculture might not have special knowledge of the workings of the various departments under him in a particular field. He might have a specialist in that particular field. At one time I had a problem in connection with sugar, and I found in the Department of Agriculture a specialist who had devoted his entire lifetime to a study of certain plant diseases with reference to sugar. He would have been a more valuable member of the council than the then Secretary, and he would have been the nominee for that purpose.

If, on the other hand, the problem related to a particular type of grain, he might wish to reach over to the Grain Branch for an expert in that area, or he might wish to turn to the Plant Pathology Section and find an expert, who

would be his nominee for a specific time, to consider a specific question.

Mr. HUMPHREY. My fourth question is: Who is responsible for doing research and determining standards on the total ingestion of radioactive material into the human body?

Mr. ANDERSON. Both the AEC and the Public Health Service will continue their research efforts into the nature of fallout and other radiation hazards and its effect on man. To date, the AEC has been doing most of this research work, and last year the Division of Biology and Medicine of the AEC spent \$18,500,000 supporting research work in this field. The Public Health Service is building up its capacity and the recent Executive order provides that the Public Health Service should "intensify its efforts."

As for the determination of standards, the President will have final responsibility for providing guidance to the agencies for the formulation of standards. The agencies would then establish operating standards under their respective statutory authorities following the guidance given by the President.

Mr. HUMPHREY. By the way, I hope the emphasis in the Executive order on the intensification of efforts by the Public Health Service will be followed. I hope this is not mere oratory, but is an actual directive and a policy statement, which will be followed by requests in the budget, as well as emphasis on the research establishments of the Public Health Service.

Mr. ANDERSON. I reassure the Senator from Minnesota by pointing out that additional money has already been appropriated for this very special work, and that there is every evidence on the part of the Public Health Service that it intends to go ahead; and I am very confident that it will go ahead.

Mr. HUMPHREY. I thank the Senator. This information should be reassuring to the American people. There is great concern on the part of the public as to what is done. We are bringing out today the things that have been done, and the things that are contemplated.

My next question is: Since the Executive order designates the Secretary of the Department of Health, Education, and Welfare as Chairman of the Radiation Council to advise the President, does this mean that the President will designate the standards?

Mr. ANDERSON. As I stated earlier, the President could designate the standards, or more probably the policies for the formulation of standards. Presumably, the Council will, with the best possible technical advice, adopt basic standards, and the various agencies will then adopt operating standards consistent with the basic standards.

Mr. HUMPHREY. My next question is: Does the bill in any way lessen the need for legislation along the lines stated in the bill introduced by the Senator from Alabama [Mr. HILL], S. 1228?

Mr. ANDERSON. I am very happy to say to the Senator from Minnesota that it does not. This bill has been redrafted, as stated in the committee report, to make certain that it applies only to materials now regulated by the AEC. It

is not intended to prejudice in any way the bill introduced by the Senator from Alabama [Mr. HILL], S. 1228; and if at a later date Congress should decide to enact the policies or provisions of Senator HILL's bill, that would be within the power of Congress at that time.

Mr. HUMPHREY. In other words, the bill introduced by the Senator from Alabama [Mr. HILL], if acted upon, would be a corollary or a supplementary bill; it would not in any way be contradictory?

Mr. ANDERSON. It would be a corollary, but it would also more clearly define where authority is and probably might set aside portions of existing law as those functions are taken over.

Mr. HUMPHREY. I thank the Chairman for his cooperation, and my final question is: What is the role of the Department of Health, Education, and Welfare and the Atomic Energy Commission in terms of controlling radiation hazards in the States?

Mr. ANDERSON. It is intended that the Department of Health, Education, and Welfare, including the Public Health Service, intensify its radiological health efforts, including the training of State health officers. The Commission now regulates certain radiation hazards in the States, but as the States become qualified, it is intended that the control of hazards from certain materials will be turned over to State officers. The White House press release accompanying the Executive order stated that upon the enactment of this legislation, the Atomic Energy Commission would have the principal Federal responsibility for preparing the States for the proposed transfer of certain regulatory responsibilities from the Commission to the States. Therefore, the Public Health Service should continue to train State and local health officers, and the Atomic Energy Commission will be gradually turning over certain responsibilities to those State health and other officers as they become qualified.

Mr. HUMPHREY. I thank the Senator from New Mexico. I hope the colloquy has been helpful in terms of developing a more comprehensive and detailed legislative history of the bill. I believe it has. I feel that the new legislation in itself is a very constructive, forward step. I congratulate the Senator from New Mexico.

Mr. ANDERSON. The members of the Joint Committee on Atomic Energy who attended the hearings made substantial contributions, too. The work of trying to draft a bill inside the committee was particularly difficult, because this is a whole new field. We very much appreciate the support we had from the ranking minority members of the committee and the House members.

Representative DURHAM and Representative VAN ZANDT were especially helpful. I desire to compliment, particularly, the able senior Senator from Iowa [Mr. HICKENLOOPER] for his contributions in drafting this bill to take the needed first step in this direction.

The PRESIDING OFFICER. The bill is open to further amendment. If there be no further amendment to be proposed,

the question is on the engrossment and third reading of the bill.

The amendments were ordered to be engrossed, and the bill to be read a third time.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass?

Mr. HICKENLOOPER. Mr. President, I think the bill has resolved itself into a very excellent bill on the very difficult question of Federal-State relationship in connection with nuclear activities. A very delicate ground exists between the jurisdiction of the Federal Government and the sovereign jurisdiction of the States in many fields. This one is no exception.

This matter was considered and discussed by the Joint Committee on Atomic Energy at considerable length, and I believe the problem has been resolved in the most satisfactory way which is open to us at present. I think the bill clarifies the responsibilities. I think it is an essential bill.

Certainly the Senator from New Mexico [Mr. ANDERSON], while he was very complimentary to me just a moment ago about my contribution, has himself been the very active and moving force in the development and prosecution of the legislation to this point. He has devoted a great deal of time and thought toward bringing this situation to the point of cooperation in a statute which I think is a substantial step forward in the development and handling of atomic energy in the United States.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass?

The bill (S. 2568) was passed.

EXTENSION OF AUTHORITY OF SURGEON GENERAL WITH RESPECT TO AIR POLLUTION CONTROL

The PRESIDING OFFICER laid before the Senate a message from the House of Representatives announcing its disagreement to the amendment of the Senate to the bill (H.R. 7476) to extend for 2 additional years the authority of the Surgeon General of the Public Health Service with respect to air pollution control, and requesting a conference with the Senate on the disagreeing votes of the two Houses thereon.

Mr. CHAVEZ. I move that the Senate insist upon its amendment, agree to the request of the House for a conference, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Mr. CHAVEZ, Mr. KERR, Mr. McNAMARA, Mr. MARTIN, and Mr. COOPER conferees on the part of the Senate.

EXTENSION OF INTERNATIONAL WHEAT AGREEMENT ACT OF 1949

Mr. JOHNSON of Texas. Mr. President, on September 10 the Senate passed S. 2449, a bill to extend the International Wheat Agreement Act of 1949.

House bill 8409, which is identical to Senate bill 2449, as passed by the Senate,

is pending before the Committee on Agriculture and Forestry.

I ask unanimous consent that the Committee on Agriculture and Forestry be discharged from the further consideration of H.R. 8409, and the bill passed without amendment sent to the President.

The PRESIDING OFFICER. Without objection, it is so ordered.

MRS. ANNA LOFTIS

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar No. 962, H.R. 3781. The bill was objected to yesterday on the call of the calendar. There is no objection to it now.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (H.R. 3781) for the relief of Mrs. Anna Loftis.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill.

Mr. JOHNSON of Texas. Mr. President, the purpose of the bill is to afford relief to Mrs. Anna Loftis, whose husband, Ben A. Loftis, lost his life by drowning owing to an accident on the Cumberland River on August 7, 1954, due to the negligent operation of a river inspection boat of the U.S. Corps of Engineers. The bill provide for the payment of a sum of \$10,000 to the widow.

The PRESIDING OFFICER. The bill is open to amendment. If there be no amendment to be proposed, the question is on the third reading and passage of the bill.

The bill (H.R. 3781) was ordered to a third reading, read the third time, and passed.

ESTATE OF WILLARD PHILLIPS

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar No. 963, H.R. 3782.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (H.R. 3782) for the relief of the estate of Willard Phillips.

Mr. MORSE. Mr. President, was this bill objected to on the call of the calendar on yesterday?

Mr. JOHNSON of Texas. Yes. The objection has now been withdrawn. The Republican calendar committee stated this morning that they wished to withdraw the objection.

Mr. MORSE. Mr. President, I think it would be helpful to have a brief statement about the bill.

Mr. JOHNSON of Texas. The purpose of the bill is to afford relief to the estate of Willard Phillips, who on August 7, 1954, lost his life by drowning owing to an accident on the Cumberland River, due to the negligent operation of a river inspection boat of the U.S. Corps of Engineers.

Mr. CARLSON. Mr. President, there was objection to the bill yesterday, but the objection has been withdrawn.

The PRESIDING OFFICER. The bill is open to amendment. If there be no amendment to be proposed, the question is on the third reading and passage of the bill.

The bill (H.R. 3782) was ordered to a third reading, read the third time, and passed.

CONCEALMENT OF ASSETS IN CONTEMPLATION OF BANKRUPTCY

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar No. 1002, H.R. 5747.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (H.R. 5747) to amend section 152, title 18, United States Code, with respect to the concealment of assets in contemplation of bankruptcy.

The PRESIDING OFFICER. The Senate will resume the consideration of the bill.

The Senate resumed the consideration of the bill.

The PRESIDING OFFICER. The clerk will read the engrossed bill.

The LEGISLATIVE CLERK. That paragraph 6 of section 152, title 18, United States Code, is amended to read as follows:

Whoever, either individually or as an agent or officer of any person or corporation, in contemplation of a bankruptcy proceeding by or against him or any other person or corporation, or with intent to defeat the bankruptcy law, knowingly and fraudulently transfers or conceals any of his property or the property of such other person or corporation; or".

The PRESIDING OFFICER. The question is on the passage of the bill.

The bill (H.R. 5747) was passed.

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that the vote by which the bill was passed be reconsidered. I have an amendment I wish to offer.

The PRESIDING OFFICER. Without objection, the vote by which the bill was passed will be reconsidered.

Mr. JOHNSON of Texas. I ask that the amendment be read.

The PRESIDING OFFICER. The amendment will be stated for the information of the Senate.

The LEGISLATIVE CLERK. At the end of the bill it is proposed to add a new section, as follows:

SEC. 2. (a) The first paragraph of section 3654 of title 18, United States Code, is amended by adding at the end thereof the following new sentence: "The Judicial Conference of the United States shall promulgate minimum standards of qualifications for probation officers and no salaried probation officer shall be appointed who does not fulfill such standards."

(b) The amendment made by this section shall not be applicable to probation officers appointed before the date of enactment of this Act.

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent to have printed at this point in the RECORD the

text of a letter sent to me by the Director of the Administrative Office of the U.S. Courts.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

SEPTEMBER 2, 1959.

Hon. LYNDON B. JOHNSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR JOHNSON: This is in further reference to our request, on behalf of the Judicial Conference of the United States, that you propose an amendment to the bill, H.R. 163, which would authorize the Judicial Conference to promulgate minimum standards of qualifications for U.S. probation officers appointed under section 3654 of title 18, United States Code. As it now stands, H.R. 163 relates only to the retirement provisions accorded U.S. commissioners.

The proposed amendment is identical in substance to the language which was inserted in H.R. 7343 by the Committee on Appropriations, and was approved by the Senate, but was subsequently deleted in the House-Senate conference as involving substantive legislation. The Judicial Conference favors the enactment of this legislation and, you will recall, all of the circuit and district judges appearing before the Senate Appropriations Committee testified as to the desirability of establishing minimum qualifications for probation officers.

The Senate Committee on the Judiciary proposed, as far back as March 14, 1955, the adoption of similar legislation (Rept. No. 61, 84th Cong., filed March 15, 1955) in these terms:

"Overworked, and in some cases unqualified, probation officers cannot be expected to perform their essential and multiple tasks. Essential qualifications in terms of training and experience for Federal probation officers have been formulated by the Judicial Conference of the United States. The standards are well observed in the appointments made in the majority of judicial districts. However, these standards are not binding upon the respective appointing judges and they are ignored upon occasion for various reasons. Some exceptions in the application of these standards were doubtless justified when the system first came into being because of several factors including the more limited supply of trained personnel. Such justifications, however, are no longer valid. The subcommittee, therefore, recommends that appropriate action be taken to make it mandatory that these standards be observed relative to all future appointments of Federal probation officers."

It is important to recognize that the standards which would be promulgated by this legislation would apply to probation officers appointed in the future, and they would not apply to or affect probation officers now on duty.

Your cooperation and assistance in this matter would be very greatly appreciated.

Sincerely yours,

WARREN OLNEY III,

Director.

Mr. MORSE. Mr. President, I shall support the amendment; but so that no one in the future will raise any question as to the position of the Senator from Oregon in regard to legislation by riders, I think we all understand that this particular amendment is not germane to this particular bill. It does not need to be germane, of course, under the rules. However, the Senate passed a bill the other day in regard to other Federal officials. The probation officers should have been included in that bill, so far as relevancy is concerned. It was subsequent to the passage of the

bill that the Administrative Office of the U.S. Courts called our attention to the fact that the probation officers had been excluded.

Certainly the only fair and decent thing—which is what the majority leader is trying to do—is, in behalf of these probation officers, to pass this bill.

Inasmuch as the other bill has been passed, and is on its way to the White House, if we are to take care of these probation officers, the matter must be handled in this way. So I am agreeable to proceeding in this way, although it involves making an exception to the position I normally take, which is that we should not legislate by means of such a practice, namely, by way of a rider. However, in this instance I am willing to have this method followed, in order to do justice to these probation officers before the Congress adjourns.

I know something of the work of these probation officers. Certainly they are very much needed, and they are a very fine group of public servants.

The PRESIDING OFFICER. The question is, Shall the bill pass?

The bill (H.R. 5747) was passed.

The title was amended so as to read: "An act to amend section 152, title 18, United States Code, with respect to concealment of assets, and for other purposes."

Mr. JOHNSON of Texas. Mr. President, I move that the vote by which the bill passed be reconsidered.

Mr. CARLSON. Mr. President, I move to lay on the table the motion to reconsider.

The motion to lay on the table was agreed to.

STATUE OF GEORGE WASHINGTON FOR THE PEOPLE OF URUGUAY

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 1016, House bill 8911.

The motion was agreed to; and the Senate proceeded to consider the bill (H.R. 8911), to provide for the presentation by the United States of a statue of Gen. George Washington to the people of Uruguay, and for other purposes.

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that a brief statement explaining the purpose of the bill be printed at this point in the RECORD.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

PURPOSE OF THE BILL

The bill authorizes the Secretary of State to procure a bronze statue of Gen. George Washington and present it, on behalf of the people of the United States, to the people of Uruguay as an expression of appreciation for the gift by the people of Uruguay of a bronze statue of Gen. Jose Gervasio Artigas to the United States. The statue shall be prepared only after the designs and specifications have been approved by the National Commission of Fine Arts. Such sums as may be necessary are authorized to be appropriated for the cost of the statue, the design and construction of a pedestal, transportation (including insurance), and traveling expenses of persons delegated by the Secretary to make the presentation.

The PRESIDING OFFICER. If there be no amendment to be proposed, the question is on the third reading of the bill.

The bill (H.R. 8911) was ordered to a third reading, read the third time, and passed.

FIFTH INTERNATIONAL CONGRESS ON HIGH-SPEED PHOTOGRAPHY, 1960

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 1017, Senate Concurrent Resolution 75.

The motion was agreed to; and the Senate proceeded to consider the concurrent resolution (S. Con. Res. 75) favoring active participation by Federal agencies in the Fifth International Congress on High-Speed Photography to be held in Washington, D.C., in 1960.

The PRESIDING OFFICER. If there be no amendment to be proposed, the question is on agreeing to the concurrent resolution.

The concurrent resolution was considered and agreed to, as follows:

Resolved by the Senate (the House of Representatives concurring), That it is the sense of the Congress that all interested agencies of the Federal Government should participate actively to the greatest practicable extent in the Fifth International Congress on High-Speed Photography to be held in Washington, District of Columbia, in October 1960 under the sponsorship of the Society of Motion Picture and Television Engineers.

IMPROVEMENT OF OYSTER INDUSTRY ON THE EAST COAST

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to consideration of Calendar No. 1018, Senate bill 2632.

The motion was agreed to; and the Senate proceeded to consider the bill (S. 2632) to assist the States of New Jersey and Delaware in developing a strain of oysters resistant to causes which threaten the oyster industry on the east coast.

Mr. MORSE. Mr. President, as one who has always taken a great deal of interest in the development of and protection of the fishing industry of our Nation, I wish to state that I believe it would be well to have an explanation of the bill presented by the Senator from Delaware. I am in hearty accord with the purpose of the bill; but I think a legislative history of it should be made at this time on the floor of the Senate.

I wish to commend the two Senators from Delaware and the Senator from New Jersey [Mr. WILLIAMS] for introducing the bill and for their support of it.

Mr. MAGNUSON. Mr. President, the bill received the approval of the Committee on Interstate and Foreign Commerce.

The bill is of an emergency nature, because the Delaware Bay oyster industry has, for some reason, lost 90 percent of its oysters, due to an unknown killing agency. The situation has developed to such an extent that, so I understand from the Fish and Wildlife Service, the only way to save the remnant of the oyster industry in that area is to enact

this bill, and thus enable the Secretary of the Interior to purchase not more than 50,000 bushels of oyster brood stock from beds in Delaware and not more than 100,000 bushels of oyster brood stock from beds in New Jersey, and then, in effect, to fumigate the beds, and thereafter begin the industry all over again. Otherwise, the oyster industry will be gone.

Mr. MORSE. Mr. President, will the Senator from Washington yield?

Mr. MAGNUSON. I yield.

Mr. MORSE. As the Senator from Washington knows, there are oysters on the west coast, too; and the research work which will be done in connection with this measure will be of benefit to the entire oyster industry, wherever oyster beds are located.

Although this bill would seem to be of benefit only to the States of Delaware and New Jersey, as a matter of fact, it will be of economic benefit wherever oyster beds are located.

Mr. MAGNUSON. Yes. Of course, this disease could spread very quickly to Chesapeake Bay, Long Island Sound, and the harbor waters of Washington and Oregon. That is why we wish to deal with this matter as quickly as possible.

The PRESIDING OFFICER. If there be no amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill (S. 2632) was ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to assist the States of New Jersey and Delaware in developing a strain of oysters resistant to causes which have inflicted excessive mortality upon the oyster beds of such States and which threaten the entire oyster industry of the east coast, the Secretary of the Interior is authorized, subject to the provisions of section 2 of this Act, to purchase not more than one hundred thousand bushels of oyster brood stock from beds in the State of New Jersey and not more than fifty thousands bushels of oyster brood stock from beds in the State of Delaware at a price not to exceed 75 per centum of market value as determined by the Secretary of the Interior. The Secretary shall arrange to have such oyster brood stock planted in spawning sanctuaries in the State in which it was acquired for supervision by such State and in order that such State may distribute the resulting oyster seedlings in accordance with its established procedures.

SEC. 2. The Secretary of the Interior's authority under this Act to purchase oyster brood stock in the State of New Jersey or the State of Delaware shall be conditional upon such State paying one-third of the cost of such stock purchased in such State.

SEC. 3. There is authorized to be appropriated such amount as may be necessary to carry out the provisions of this Act.

RESEARCH IN MIGRATORY MARINE SPECIES OF GAME FISH

Mr. JOHNSON of Texas. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar No. 1020, House bill 5004.

The PRESIDING OFFICER. Is there objection?

Public Law 86-336
86th Congress, H. R. 8409
September 21, 1959

AN ACT

To extend the International Wheat Agreement Act of 1949.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2 of the International Wheat Agreement Act of 1949, as amended, is amended as follows: 63 Stat. 945.
7 USC 1641.

(1) The first sentence is amended by striking out "under the International Wheat Agreement of 1949" and all that follows and inserting in lieu thereof "under the International Wheat Agreement of 1949 signed by Australia, Canada, France, the United States, Uruguay, and certain wheat importing countries, along with the agreements (the agreement of 1953, the International Wheat Agreement, 1956, and the International Wheat Agreement, 1959, signed by the United States and certain other countries) revising and renewing such Agreement of 1949 for periods through July 31, 1962 (hereinafter collectively called the 'International Wheat Agreement')." 63 Stat. 2173.
4 TIAS 945;
7 TIAS 3709.
73 STAT. 600.
73 STAT. 601.

(2) There is inserted immediately before the last sentence the following new sentence: "Such net costs in connection with the International Wheat Agreement, 1959, shall include those with respect to all transactions which qualify as commercial purchases (as defined in such agreement) from the United States by importing member countries."

Approved September 21, 1959.

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